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A STRATEGY FOR CONSERVING ONTARIO'S HERITAGE

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A Strategy for Conserving Ontario's Heritage

The Report of
the Ontario Heritage Policy Review

Ministry of Culture and Communications
Government of Ontario

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Ontario
Ministry of Culture and Communications
Christine E. Hart
Minister

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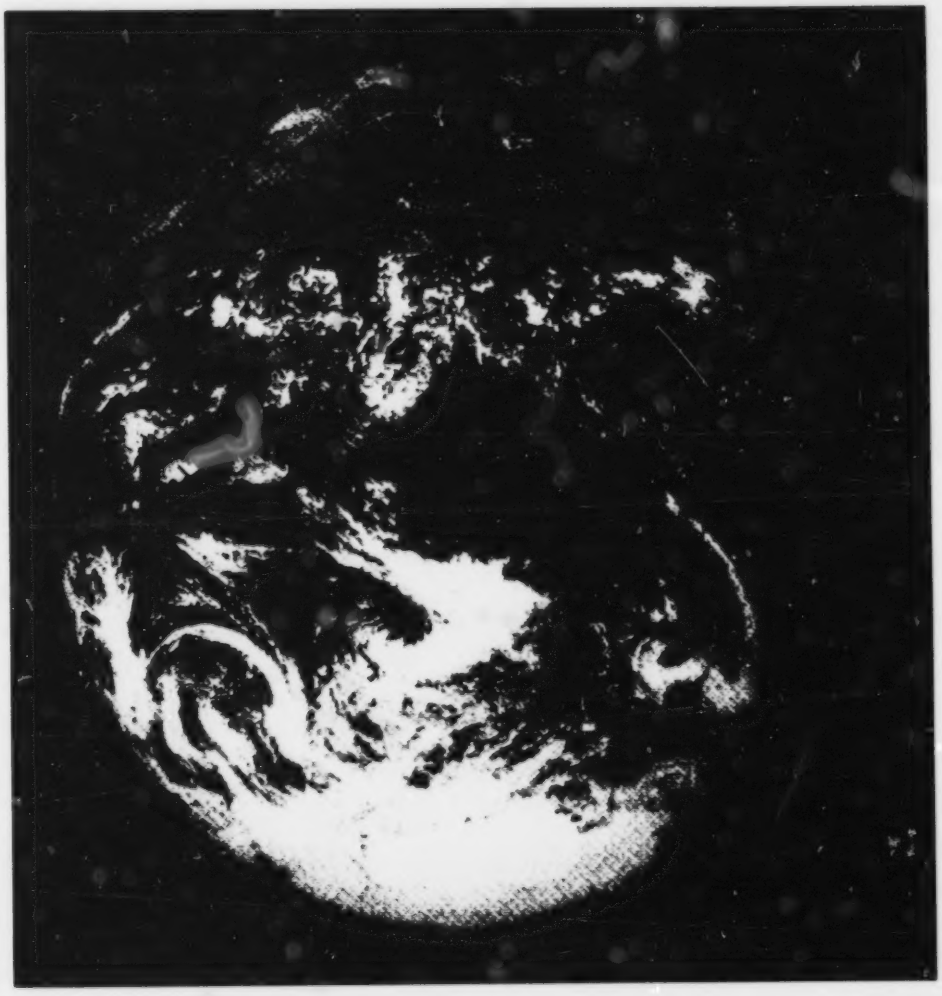


MINISTER'S MESSAGE

A Strategy for Conserving Ontario's Heritage signals a renewal of our commitment to conserve our inheritance and to breathe life into our future.

Heritage is difficult to define clearly. Throughout our hearings, our meetings, and our conversations, we have learned of the multitudes of feelings and memories and stories that the word "heritage" recalls.

While it is easy to point out old buildings and wilderness parks as heritage, it is more difficult to pinpoint our customs and traditions and values as integral to our heritage.

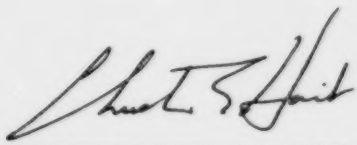
The legacies of our natural and human past help us make sense of our rapidly changing world. They offer a deep reservoir of knowledge and understanding to guide us into the future.

In Ontario, we have long recognized the need actively to conserve and develop our diverse heritage. We have many important programs within our communities and within the provincial government. Our approach to heritage conservation has been admired by governments across Canada. But my ministry recognized that the time had come to step back and reassess our collective strategy.

We invited your input and assistance in charting a future course for heritage conservation in Ontario in light of the new challenges that we face as a society.

I am grateful to those who submitted their ideas to the Ontario Heritage Policy Review. The value of this report lies in the broad range of ideas and insights contributed by these individuals and organizations. Many of these people were involved in heritage conservation long before it enjoyed the level of public interest it has today.

Together, we have created this plan. I urge you to join us in meeting the challenges of conserving and developing our rich and nourishing heritage.



Christine E. Hart
Minister of Culture and Communications

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PREFACE

The Ontario Heritage Policy Review was launched in 1987 by the Ministry of Citizenship and Culture (now Culture and Communications). Three objectives were identified:

- **To create a cross-government policy framework for heritage legislation and programs**
- **To cultivate wider public appreciation of the importance of our multifaceted provincial heritage**
- **To update the Ontario Heritage Act in light of more than a decade of use and assessment**

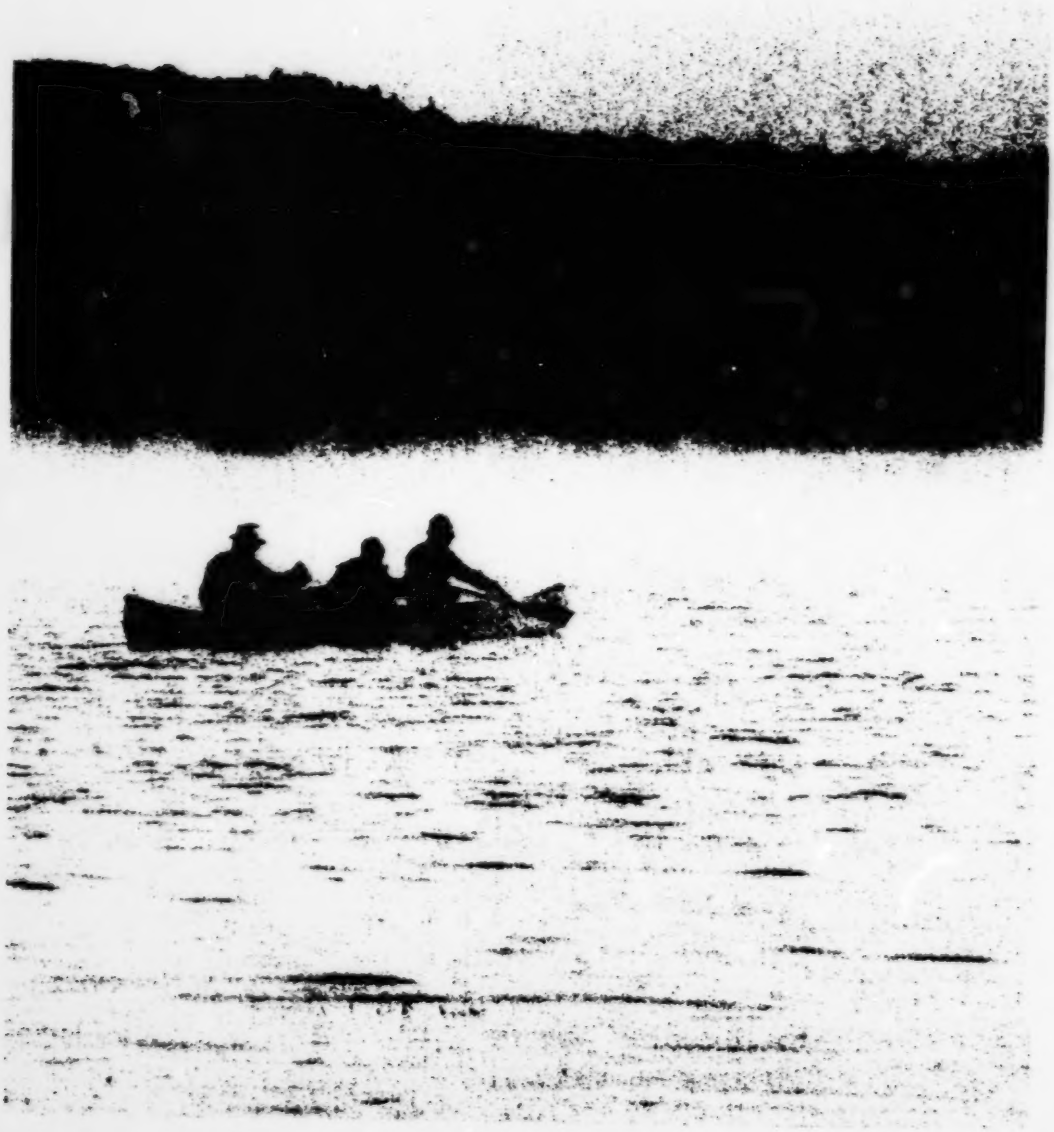
The ministry spoke also of "the need to shape a new vision to guide heritage conservation into the new century."

Ontario's policies and approaches to heritage conservation have been widely admired and emulated. The launch of the Review, however, signalled a recognition that circumstances and perspectives had changed. Overall, there was a need to step back and reassess assumptions in light of dramatically changing social and economic conditions and challenges.

The review process included broad public consultations and involved close collaboration with other ministries and with some thirty-five provincial organizations representing many individuals and organizations. (A full description of the process appears in Appendix 1.)

In addition to public consultations the Review drew on:

- **Ministry of Culture and Communications (MCC):** the ministry's experience in developing and evaluating programs under the Ontario Heritage Act, including close liaison with other ministries;
- **other jurisdictions:** the experience of heritage policy reviews undertaken in British Columbia and Quebec and a variety of federal initiatives;
- **global perspectives:** findings and recommendations from such international agencies and commissions as UNESCO and the World Commission on Environment and Development (the Brundtland Commission), to place Ontario's concerns in a global context.



INTRODUCTION

HERITAGE AND IDENTITY

What do we mean in Ontario when we speak of heritage? Consistent with international usage, people take heritage to be

all that our society values and that survives as the living context – both natural and human – from which we derive sustenance, coherence, and meaning in our individual and collective lives.

Ontario's heritage, understood this way, is that part of the collective heritage of all humanity for which we have particular responsibility. This legacy has tangible elements – our life-giving natural resources, along with the physical records of our human achievements. It also has intangible components – the inherited customs and traditions and the intellectual and spiritual resources of our various peoples.

Closely linked to the concept of heritage is that of identity, which we understand to be

the personality unique to every community and every society that allows each to realize its potential: our sense of who we are and what we can achieve, rooted in our natural and human heritage.

Like our heritage, our identity is dynamic and ever changing. It flows from the experience of belonging to a community uniquely suited to one's needs and aspirations. It also expresses a confidence and will to build a common future together on a foundation of shared experience.

As UNESCO has emphasized, identity is a critical factor in maintaining stability and coherence in human communities, a force that allows us to transform society not by rejecting change but by managing it in ways that ensure continuity. Indeed, the skilful grafting of new developments onto one's inheritance is a measure of the vitality of identity in communities and societies.

This sense of self in the individual and in the group is a powerful sustaining force in adversity. But it requires an appreciation of what has been inherited, a collective memory, and a will to cultivate it. The point of heritage policy and conservation, from this perspective, becomes not the passive protection of isolated elements from our natural and human past, but rather the active mobilization of our heritage as the foundation of a liveable future.

> "Cultural identity represents the memory and the collective conscience of a community in which each individual finds himself [or herself] at home and can draw freely on his or her own points of reference. It also represents the will to build together a common future which is accepted by all and in which all participate through their very diversity. Cultural identity cannot be reduced to a static heritage or to an accumulation of learning which is objective in content. Rather it shows itself to be the dynamic force that enables a society to transform itself without losing its original configuration and to welcome change without being alienated by it, thus carrying on the continuing process of its own creation on the basis of an endless exchange between tradition and innovation.... The assertion of identity is in fact inseparable from the store set by a heritage."
>
> UNESCO – *Culture and the Future*

CONSERVATION IN ONTARIO

Such a perspective is not new to Ontario, where citizens and governments have long looked to conservation as a means of bolstering identity and mobilizing collective resolve. One of the first such steps, an Act of Parliament in 1817, provided for a monument to General Isaac Brock at Queenston Heights. In the aftermath of the War of 1812 Brock's monument was intended to celebrate Ontario's future as a vital society distinct from the United States, a strong theme in early conservation activity. In the next decades new cities were established and the infrastructure of public buildings (e.g. churches, courthouses) increased dramatically. In 1893, in response to the rapidly changing face of the province, the Government of Ontario established Algonquin Park, Canada's first provincial park. This signalled an early recognition of the need to conserve the province's natural heritage.

Community-level heritage activity and involvement received an important boost in Canada's Centennial year. Coming hard on the heels of George Grant's *Lament for a Nation* – a book which captured the anxieties of many Canadians concerning the country's future in the economic and technological shadow of the United States – the celebrations of 1967 marked a high point in our recognition of the need to know more about who and what we are in a world of dizzying change. Since then, hundreds of museums and architectural, historical, and archaeological societies have been formed for conserving our heritage and teaching us about ourselves.

During the 1980s a growing awareness of our ecological crisis gave rise to alliances between groups concerned with conserving both our natural and our human heritage. Recently the Niagara Escarpment was named a biosphere reserve by the Bureau of the Unesco Man and the Biosphere Program. Conservationists have learned the advantages of building links with others, opening a new era of networking and collaboration. If this Review focused in the main on the particulars of our human heritage – in the tradition of the Ministry of Culture and Communications – it was conducted none the less in the light of this emerging understanding of the indivisibility of our concern for our natural and for our human heritage. This report seeks to move toward this more comprehensive view.

A dramatic growth in government activity reflected this expanding public concern and involvement. Today, in Ontario, at the provincial level alone, there are more than one hundred programs and twenty-six pieces of legislation across fifteen ministries which address conservation concerns. A small sample of these appears opposite. (A further account of the history of conservation activity in Ontario is found in Appendix 2.)

This short history helps illustrate one of the paradoxes of our regard for heritage. Just as we are apt to value good health only in the face of illness, the fundamental importance of our heritage tends to come into focus most clearly at times of stress and disruption. In hindsight it is clear that Ontario's natural and human legacies have, for two centuries, been the foundation of a level of political stability, economic prosperity, and social cohesion virtually unrivalled in the world. Yet if we have been fortunate in our evolution we cannot assume that this will automatically continue into the next century.

Sample Government Programs

- The Ministry of Tourism and Recreation's historical sites, such as Old Fort William and Sainte-Marie-among-the-Hurons, interpret important facets of the province's past and stimulate tourism and regional economic development.

- The Ministry of Transportation's archaeological heritage assessment/mitigation activities recognize the need to integrate heritage conservation considerations with the ongoing maintenance and improvement of Ontario's transportation network.

- The Ministry of Citizenship's Multiculturalism Policy fosters the preservation and sharing of cultural identities.

- The Ministry of Natural Resources' programs for Provincial Parks and Conservation Areas employ heritage resources in recreation.

- The Ministry of the Environment's environmental assessment process and the Ministry of Municipal Affairs' planning process reflect public concern to integrate the protection of heritage resources with development planning.

- The Native Affairs Directorate, among its many concerns, ensures regard for the heritage of the province's aboriginal peoples.

- The Ministry of Government Services' Heritage Properties Program recognizes the government's responsibility to preserve important buildings owned by the Crown.

- The Ministry of Education's curriculum guidelines in history and geography integrate heritage concerns with basic education.

- The Government of Ontario's French Language Services Act, 1986, recognizes the cultural heritage of the French-speaking population of the province and seeks to preserve it for future generations.

A full inventory of these government programs and activities by ministry is available as one of the Technical Papers supporting this report. See page 87 for information on these documents.

CONSERVATION TODAY

The province today faces unprecedented challenges – environmental, social, cultural, and economic. We worry about our capacity to maintain liveable natural and human environments and, like jurisdictions everywhere, have identified the need for strategies to ensure "sustainable" patterns of growth and change.

We have social problems, interconnected with the environmental ones. The new Ontario is increasingly urbanized, secularized, open to all continents, a microcosm of Canada and increasingly of the world. While we are enriched by this diversity, racial and linguistic tensions remind us of the need to identify and celebrate those underlying values and beliefs on which sustained social cohesion depends. This is made more difficult by the erosion of commitments to educational and religious traditions and to the structures of family and community that have sustained us before.

We worry too about the homogenizing effects of technologies, the resulting standardization of lifestyles, and the deterioration or even destruction of cultures. Nowhere are these trends more evident than in modern mass communications. Our country has the mixed blessing of being neighbour to the largest producer and exporter of information and mass entertainment in the world. The difficulties of maintaining and developing our own systems of communication are matters for strenuous public debate. Like every modern society, we are searching for ways to ensure that technologies, with all the benefits they present, do not overwhelm our indigenous traditions and modes of life and thought.

Finally, Ontario faces the challenge of adjusting to a new global economic order. We need to learn to compete successfully in an international arena, against new and stronger rivals.

A central anxiety links all of these challenges: the speed of change is exceeding our capacity to control it and so to plan coherently for the future. Too often our energies are taken up with managing impacts and with deciding on appropriate reaction to the latest crisis. In the face of these anxieties and uncertainties, the risk is that as individuals and communities we will turn inward, away from the collective efforts needed to secure our future.

This report argues that an increased regard for our heritage, understood holistically as the foundation of our identity and distinctive development, is central to facing these challenges. But we will require new ways of seeing and understanding these legacies and more comprehensive approaches to conservation than we have followed in the past.

OUTLINE OF THIS REPORT

Based on the Ontario Heritage Policy Review, this report lays the foundations of a strategy for conserving Ontario's heritage. The report falls into three parts.

Part I - The Need

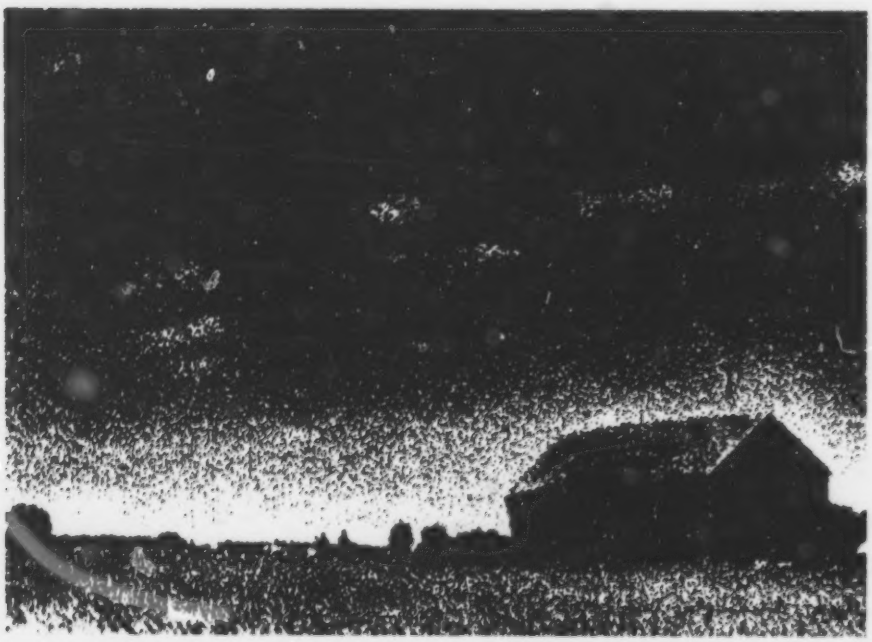
Chapter 1 sets forth a more detailed description of challenges facing Ontario and the ways in which our heritage can assist us in facing these challenges. Chapter 2 outlines the broad conservation needs identified during the Review which must be addressed if the full potential of our heritage is to be realized.

Part II - Our Common Vision

This section responds to the central objective of the Review, to articulate an overall vision to guide conservation efforts into the next century. Chapter 3 begins by establishing a series of common definitions and assumptions. Chapter 4 sets forward a central policy goal and operating principles as a basis for orienting and empowering all participants.

Part III - A Heritage Conservation Strategy for Ontario

Chapter 5 sets out the first steps in Ontario's heritage conservation strategy. Chapter 6 presents a mapping of the complementary roles and responsibilities of public and private sectors as they mobilize and channel public action. Chapter 7 presents the shared goals and objectives which we must strive to address through co-operative efforts in the 1990s.



PART I

The Need

CHAPTER 1

Ontario's Challenges

We cannot develop in a vacuum a strategy for conserving Ontario's heritage. We must widen our perspectives, integrating heritage conservation within the context of major public policy challenges facing the province.

In Ontario we face problems that challenge our basic assumptions about who we are and where we are headed:

- **Environmental problems**: The latest headlines remind us of the increasing contamination of our air, land, and water, while urban pressures threaten the liveability of our communities.
- **Social issues**: Tensions in Ontario society surrounding racial and linguistic issues are growing, while problems of housing and health care attract increasing attention.
- **Cultural concerns**: Mass communications and the implications of free trade create anxiety about our identity as Canadians and Ontarians.
- **Economic changes**: Free trade with the United States and shifting global alignments may add new dimensions to concern for continued economic growth and prosperity.

Many of these concerns are interrelated and deeply rooted. All resist straightforward technical solutions based on conventional wisdom. Reactive approaches may contain a particular crisis for a time, but many people fear that the scope and complexity of the change we face exceed our capacity to control it and to plan our social, economic, and other responses.

It is dawning on us indeed that **the roots of many of these problems may lie in how we understand them and in our underlying assumptions about them.**

In the area of health care, for example, the **Premier's Council on Health Strategy** tells us that to achieve better health we need to stop concentrating on disease treatment alone; instead we must shift our emphasis to health promotion and disease prevention. "We must provide the social and environmental conditions to allow people to pursue healthy lifestyles. Only then will the health of Ontarians improve."

This insight is central to discussions of "sustainable development" everywhere. *Our Common Future: The Report of the World Commission on Environment and Development* (the Brundtland Report) popularized the term, describing it as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." Brundtland urges sustainable development in the face of "a planet passing through a period of dramatic growth and fundamental change": human numbers and technologies now have the potential to alter planetary systems, and major, unintended changes are occurring throughout our environments. At the same time, economic development must continue to meet human needs.

To implement sustainable development requires that we go beyond changing our technical practices. All nations must confront the need for changes in their political, economic, and social systems. The challenges are both interdependent and integrated, requiring comprehensive approaches and popular participation.

It was UNESCO that identified the connection between heritage conservation and possible solutions to problems of rapid growth and change. In 1982 UNESCO held a World Conference on Cultural Policies in Mexico City to connect "cultural" policy and the new challenges to all societies. The main concern was to emphasize that growth, change, and development, seen in purely economic terms, not only endanger the natural environment but leave communities, or whole populations, alienated and hostile. Change, to be accepted and lasting, must be grounded in the **identity** of a society, that is, the rootedness that allows it to pursue its own aspirations and have confidence in its ability to fulfil them.

In *Culture and the Future*, the conference report, the link between heritage and social change is underscored. Success and ultimately the survival of a society depend on its adaptability – that is, its ability to respond to and integrate the new without losing its natural balance and personality. This personality is a society's identity and is rooted in its heritage.

Conservation of a society's heritage is therefore fundamental to its capacity to manage change. On the threshold of the twenty-first century Ontario's rich heritage can be mobilized to meet the problems of change in at least four ways.

1. As a Source of Context and Continuity

A strong sense of context and continuity is the ground of both personal and community **well-being**. Massive change can sever the links between communities and their heritage, with dire consequences.

Heritage provides **rootedness**, an often underestimated and neglected human need. Around the world, societies which have experienced colonial rule or the economic and technological domination of others have often endured the loss of natural and cultural reference points, leading to tragedies of rootlessness. Ontario's aboriginal peoples have been exposed to such pressures and have long recognized the importance of preserving their heritage as the basis for their survival and the foundation for their future.

Its heritage is a society's network of touchstones. Familiarity helps society cope with change. Studies of stress suggest that individuals can cope with only a certain amount of change, even positive change, at any one time. Beyond a particular threshold our mechanisms begin to break down. Without networks of familiar touchstones – both tangible and intangible – communities, like individuals, suffer various breakdowns of social order and well-being.

Environmental psychologists have demonstrated how the weakening or absence of distinctiveness in our natural and urban environments can harm public health, increase levels of anxiety and stress, and destroy rootedness. They argue, for example, that the conservation of older buildings and districts is crucial to maintaining the distinctiveness of communities. These features reinforce a sense of context and continuity, which, together with safety and security, is essential for healthy communities.

2. As a Source of Knowledge and Information

Our heritage is a record of experience; as such it is the foundation of whatever understanding we have. This point was made effectively in a submission (below) to the 1982 Federal Cultural Policy Review.

There is great value in as culturally diverse a heritage as Ontario's. As all societies become more homogenized by technologies and commerce, adaptation will become increasingly difficult. Some will become inflexible, like a species on the verge of extinction; our diversified heritage can be a source of vitality and adaptive skills.

A 1986 survey of public attitudes conducted by the federal Department of Communications found that 9 out of 10 Ontarians believed that the presence of libraries, museums, and art galleries was important to the quality of life in their community. These facilities, together with archives, are important repositories of our heritage resources. They give us access to a knowledge of possibilities, precedents, and expectations that makes it possible for us to understand and respond to a rapidly changing world.

"Our heritage is with us in a multitude of forms, in our natural surroundings and in the human order. Some of it is still intangible in our minds and hearts, unrecorded: our customs and traditions, our habits and rituals. But more and more of it is deposited somewhere as a tangible object – a photograph, a disc, an image of some sort, a work of art, an artifact, a specimen.

The knowledge – the understanding and guidance – on which our fragile civilization now depends lies in many places, stored as microbits in some electronic archive, as works of art, recorded folk tales, scientific collections and natural history museums, cathedrals, or rows of old houses, perhaps in a pile of archaeological shards, or in the lessons to be discovered in a river system or a silent fossil in a wilderness park.

These legacies, living or dead, must be valued, judiciously preserved in good and **usable** order, to be interpreted and reinterpreted even as we add to them daily. If they are not, we will become – at the least – helpless amnesiacs. **They are the principal deposits of whatever we know, the sources of all our judgments, of our intellectual and spiritual vitality, and of our ability to adapt and renew.**

Brief to the Federal Cultural Policy Review, 1982

3. As a Basis for Mobilizing Participation

Both Brundtland and UNESCO stressed that profound change, if it is to be managed successfully, requires broadly based participation. A people's heritage can help to mobilize that participation.

Our heritage provides **a source of inspiration and example**, helping us to respond constructively to problems and challenges. Some nations find heroes in their history to symbolize what is best and most valuable in their cultures and to provide models to emulate. Canadians are unusual in that we recognize few shared heroes, more often finding our inspiration in our natural environment, our institutions, and our collective accomplishments.

It has also been the Canadian style to make use of underlying values as **a basis for building consensus**. Ours is a complex, pluralistic society, and we have generally chosen to address our major problems by trying to create broad-based understandings and consent. We have marshalled our history, traditions, and common values in order to forge common purposes.

Our heritage also shapes **the image our society projects at home and abroad**. Whether in local, national, or international spheres, distinctiveness counts. Images affect competitive positions in the market-place. A people's dynamic traditions are the basis of self-confidence and self-promotion and a source of economic power. We can learn from the Japanese, Scandinavians, and other world traders who have used their heritage in ingenious ways.

We also need to project a vivid image abroad of our province's liveability and vitality, firmly rooted in its natural beauty, its arts and sciences, its cultural diversity, and the security, continuity, and stability of our parliamentary system of government.

4. As a Resource for Social and Economic Development

There are numerous examples, in Ontario, across Canada, and elsewhere, of the social benefits of building rehabilitation and revitalization. U.S. studies such as *The Contribution of Historical Preservation to Urban Revitalization* (Advisory Council on Heritage Preservation, 1979) point to positive changes in the social climate of revitalized areas. Indicators such as aesthetic improvements, reduced crime, attraction of new people to an area, and greater community pride are cited.

There are economic effects, too. The construction industry is becoming increasingly dependent on heritage conservation. It is forecast that building renovations will, by the year 2000, account for eighty-five cents of every construction dollar. Much of that activity will relate to buildings of historic or cultural significance, at great benefit to the economy.

Rehabilitation has been shown to increase property values and thereby to enhance municipal tax bases. Rehabilitated business districts tend to attract more investment and have been shown to achieve substantially greater retail sales. These results all suggest that the conservation and use of heritage resources can stimulate community revitalization.

Heritage conservation creates jobs. Building renovation, for example, creates twenty-eight direct jobs per million dollars spent, compared with thirteen jobs created by new construction. One million dollars spent on renovation can directly and indirectly create sixty jobs, compared to forty-eight in new construction. Renovation is thus an important potential source of employment in our communities.

The tourist industry will benefit dramatically from increased attention to heritage resources. Tourism Canada has maintained that Canada's distinctive heritage resources are paradoxically both this country's greatest attraction for the pleasure traveller and our most neglected tourism resource.

It has been demonstrated that attractions such as Sainte-Marie-among-the-Hurons and the Niagra Escarpment can enrich local and regional economies. All regions of the province contain important natural and cultural heritage resources that could be harnessed in the interests of community economic development through such co-ordinated approaches as Heritage Canada's Regional Heritage Strategies.

The relationship between the province's multifaceted heritage and expanding Ontario-based cultural industries is less often discussed. Our heritage provides indigenous source material for films, book and periodical publishing, and the broadcasting and recording industries. These, and emerging communications technologies, can be vehicles to inform, instruct, and communicate the province's heritage to ourselves and to others.

Greater attention to conservation can help sustain economic growth by encouraging recycling, finding new uses for old assets. Many communities could generate new commercial and tourism enterprises, offering jobs and rewards for many Ontarians, and so diversify and strengthen local and regional economies.

CHAPTER 2

Heritage Conservation: Needs and Challenges

AREAS OF AGREEMENT

Although a society's heritage is a fundamental resource for managing change and sustaining well-being, the benefits that it offers do not accrue automatically. It is through heritage conservation that a society mobilizes its heritage.

How do we – and how can we – mobilize our heritage in Ontario? Through the Ontario Heritage Policy Review, the government asked for public "input and assistance in charting a future course for heritage conservation efforts in Ontario." In a discussion paper, *Heritage: Giving Our Past a Future*, Ontarians were asked to think about broadened definitions for heritage and to formulate strategies to integrate conservation into all facets of our social and economic life.

In response, the Review received 250 written submissions representing a broad cross-section of Ontario: municipalities, museums, and ethnocultural organizations; archaeologists and archivists; provincial umbrella organizations and government agencies; field naturalists, First Nations, Franco-Ontarians, and folklorists; builders, planners, and developers; the tourism industry; and many more.

There were five main areas of agreement about what needed to be done.

1. We must heighten public awareness of the fundamental importance of our heritage.

Conservation begins with awareness. It was argued that we must increase Ontarians' understanding of the nature and importance of our heritage. Specifically, there was a call for more action across the province in education and interpretation. There were many who thought that this process must begin in schools. There was also a call for more vigorous promotion to stimulate both awareness of our heritage and greater public- and private-sector participation in conservation.

2. The provincial government must adopt a more comprehensive and co-ordinated approach toward heritage conservation.

It is the responsibility of the provincial government to develop broad policies and strategies for conserving heritage and to strengthen the capacity of communities to address local challenges and stimulate local opportunities. This role must be grounded in consultation, opening the policy development process to widened participation.

The public perceives the government's conservation efforts to be disjointed, lacking a sense of common purpose. Twenty-six pieces of legislation and over one hundred programs in fifteen ministries touch on conservation in one way or another. Many contributors felt that the provincial government must declare its overall commitment and clarify its goals in order better to orient and co-ordinate its activities.

The provincial government was encouraged to exercise leadership in a variety of ways: by developing standards for conserving provincial heritage property; by establishing a register of provincially significant heritage resources; by highlighting the importance of our intangible heritage; and by taking the lead in major issues related to archaeological resources, marine heritage, cemeteries, and burial grounds.

3. We must recognize the fundamental importance of Ontario's communities in conserving our heritage, by increasing their responsibilities and strengthening their capabilities.

Effective heritage conservation in Ontario requires partnerships among federal, provincial, and municipal governments and the private sector. In these partnerships, the community level plays a fundamental role. Conservation efforts directly affect the quality of life in Ontario's communities. As the level "closest to the people" the community remains the most appropriate level for "operationalizing" most conservation activity and mobilizing broadly based public involvement.

In principle, municipalities should be responsible for the provision of heritage facilities and for addressing heritage conservation as a dimension of community planning. In practice, the effectiveness of municipalities is inhibited by unclear mandates, by limitations in the tools given them, and by constraints on their technical and financial capacities.

Contributors to the Review urged that the scope of the municipal role be broadened to encompass the full spectrum of heritage resources and that municipalities develop comprehensive policies for conservation within their communities. Many recommendations dealt with the need to increase the scope and effectiveness of the bodies that advise municipal councils on heritage matters. There were also recommendations aimed at improving the tools and resources available to municipal councils for heritage conservation.

There was great concern for community custodial institutions – museums, art galleries, and archives. There are critical financial and technical needs that must be met. Contributors also stressed the necessity to re-examine the roles of these facilities and build on their successes.

4. We must broaden the participation of Ontarians generally, and the private sector in particular, in heritage conservation.

Central to progress in realizing our goals in heritage conservation is broadened participation.

In particular, it was suggested that the time has come to strengthen collaboration with the private sector. Tax-related measures and other financial and non-financial inducements were urged. The Province was also urged to cultivate partnerships with the private sector through such approaches as private stewardship programs. The potential of conservation to stimulate the tourism and development industries was highlighted.

5. We must ensure that Ontarians have access to the knowledge and information necessary to conserve and use their heritage.

Lack of access to knowledge and expertise was cited as a major obstacle to conservation. Much was said about the need to develop more educational and training opportunities, to provide access to specialist expertise, and to increase access to technical and professional information.

THE NEED FOR NEW LEGISLATION

Proclaimed in 1975, the Ontario Heritage Act heralded a new era in the recognition and protection of our heritage resources. The act's key initiatives were:

- to give primary responsibility for conservation of built heritage resources to local municipalities, in recognition of the need for community support;
- to assign protection of archaeological resources to provincial authorities, because of limited knowledge and expertise at the time;
- to amalgamate the former Archaeological and Historic Sites Board with the Ontario Heritage Foundation and give the Foundation a broader mandate and new powers.

The Ontario Heritage Act gave an enormous boost to interest and activity in the conservation of the province's heritage resources, particularly with respect to local architectural resources. At the same time the awareness generated in part by the use of the act spawned comment on its provisions.

The Review's public consultations proved a welcome forum for mounting dissatisfaction with the Ontario Heritage Act. Major criticisms of the legislation may be summarized as follows.

- **The act represents a narrow, outdated view of the components of our heritage.** Many types of heritage resources are not covered or even contemplated by the act – intangible heritage, natural heritage, historic landscapes.
- **The act is out of step with trends away from separate approaches to heritage conservation and toward integration with "mainstream" planning processes.** Ontario took a step in this direction with the Planning Act, 1983, which acknowledged heritage conservation as a legitimate consideration in municipal planning activity.
- **The act does not reflect a clear and comprehensive system of roles for the various players involved.** Many commented on the lack of consistent, intelligible differentiation between municipal and provincial roles.
- **The act provides little opportunity for public participation in conservation planning and decision-making.** Here again the act's procedures are at variance with current practice in land use planning.
- **The act does not provide an adequate mix of regulatory tools and positive inducements for private heritage conservation activity.** An up-to-date range of instruments must be available to meet the challenges posed by current development pressures.
- **The act's regulatory processes are cumbersome and provide inadequate safeguards for the interests of property owners.** The designation procedures are onerous or unclear, and the rights of property owners are treated in anomalous fashion.

The limitations of the Ontario Heritage Act go beyond the procedural. They call into question some of the basic principles and assumptions of the legislation. With the increasing pressures and challenges posed by Ontario's rapid social and economic development, the province has outgrown its current statute. As Ontario enters the 1990s, we need **new legislation** to meet our conservation needs.

PART II

Our Common Vision

CHAPTER 3

Shared Assumptions

INTRODUCTION

Volumes have been written to define the nature and importance of heritage. Our natural and human inheritance is, after all, everything we are and know. It is impossible then to package heritage responsibilities neatly for legal or administrative convenience; every political jurisdiction has a host of conservation responsibilities and trouble categorizing and co-ordinating them.

This problem does not apply only to heritage. Governments everywhere find that the major challenges to contemporary societies – in health, education, the environment – are issues that cannot be conventionally "managed" by single ministries or departments. Every ministry and level of government has a role to play, and success depends on a government's ability to co-ordinate and mobilize the involvement of all sectors of society.

To see who is involved and how we should proceed, we need to rethink many assumptions. Our very goals in many policy areas are being questioned. Health policy, for example, must be reoriented from "treating sickness" to "promoting wellness." Similarly, we are encouraged to reach new environmental goals – not to oppose development but to reconcile economic with ecological and cultural needs in sustainable patterns of growth and change.

DEFINITIONS

1. **Heritage**: All that our society values and that survives as the living context – both natural and human – from which we derive sustenance, coherence, and meaning in our individual and collective lives

2. **Identity**: The personality, unique to every community and every society, that allows each to realize its own potential; our sense of who we are and what we can achieve, rooted in our natural and human heritage

3. **Development**: A pattern of change yielding broad social improvements, individual and collective fulfilment, and general welfare

4. **Conservation**: A comprehensive process that identifies elements of a community's heritage and mobilizes them to shape identity and guide development

A similar rethinking is necessary in the heritage area. As argued throughout this report, our heritage is no mere "stack of things from the past." And conservation is about more than saving isolated examples of these "things."

In any field of public policy there is a danger of becoming "activity-driven," bogged down too quickly in the nitty-gritty of specific legislation or programs and losing sight of broader purposes. If the many important challenges identified during the Review are to be met successfully, a consensus on core ideas is crucial.

What do we mean by "heritage," "identity," "development," and "conservation," and what assumptions lie behind these definitions?

1. Heritage

All that our society values and that survives as the living context – both natural and human – from which we derive sustenance, coherence, and meaning in our individual and collective lives

Arguably, the biggest obstacle to reorienting our thinking is the term "heritage" itself. A glance through the telephone book is liable to yield a variety of usages – from "Heritage Antiques" to "Heritage Transmissions." One dictionary defines "heritage" as a synonym for inheritance, legacy, tradition, birthright. What is this heritage?

Ontario's heritage is that part of the collective heritage of all humanity for which we have particular responsibility. This legacy has tangible elements – our life-giving natural resources, along with the physical records of our human achievements. It also has intangible components – the customs and traditions and the whole intellectual and spiritual inheritance of our diverse population.

This more comprehensive understanding runs directly counter to ideas of heritage as a static collection of old ideas and antiques. Like people everywhere we are coming to see our heritage as the dynamic and ever-changing context within which we live our lives. We add to it and subtract from it daily, continually interpreting and reinterpreting it in ways that deepen our understanding of ourselves and our world. It is all around us and within every one of us. "A fish is the last to discover water"; our heritage is the "water" in which we live.

A central element of this larger vision is that of community, which we understand to be a group of individuals bound together by common experience, whether established through family connection, historical experience, ethnic origin, occupational or religious affiliation, or regional or geographic grouping. A useful image in this regard is that of outwardly expanding circles. All of us feel a sense of belonging to a range of communities, from the most intimate – our immediate family, friends, and surroundings – outward to broader connections of neighbourhood, city, region, province, nation, and ultimately to interests and attributes we share with humanity the world over. Corresponding to each level of community is a shared heritage that serves to give cohesion to the group. What defines a living community is shared remembrance – "an association of reasonable human beings united in a peaceful sharing of things they cherish."

Essential to our understanding of our heritage is a process of selection and choice. Each of our communities identifies those natural and human resources it cherishes or values for their place in defining its identity and guiding its development.

These elements exist in a variety of forms – **immovable heritage resources** (structures, areas, sites), **movable heritage resources** (objects and documents), and our **intangible heritage resources** (values, types of behaviour, speech).

2. Identity

The personality, unique to every community and every society, that allows each to realize its own potential; our sense of who we are and what we can achieve, rooted in our natural and human heritage

Closely linked to the concept of heritage is that of identity. Our identity emerges first out of our relationship to our physical surroundings, both natural and urban – **our sense of place**; it flows too from our connection to traditions, values, and forms of expression – **our sense of continuity**.

Identify is manifested in a number of ways:

- in the whole range of works through which it has been expressed over time;
- in ethical, spiritual, aesthetic, and other values;
- in the feeling of belonging – of sharing and participating in a community specially suited to one's needs.

Our identity, like our heritage, is experienced and expressed in relation to the communities in which we find ourselves: however, it seems to grow from local roots, demanding first a small centre – family, neighbourhood, or region – before expanding outward to larger circles. Because it is organic and always evolving, identity cannot be reduced to unchanging traits, to a static deposit of experience. It is still, however, a comprehensive and integrated pattern of elements – new elements are not added at random, but must be fitted and adjusted over time in response to changing conditions.

Without change a society stagnates and its identity ossifies. Where change is too great or rapid, however, a community's ability to reconcile new and old may be severely taxed. At such times the community may literally face an "identity crisis." This is manifested in a host of social tensions and a decline in confidence and commitment to shared purposes. From this perspective, the strength of a community's identity is measured not by its rigidity and resistance to change, but by its adaptability, its capacity to absorb and integrate change with a minimum of disruption. In the face of the new and the challenging, a strong identity can give people confidence that they can overcome problems and can allow them to respond constructively.

A world of rapid social, economic, and technological change poses enormous challenges for Ontario, its communities, and its citizens. We need a strong sense of ourselves to meet these challenges. In our diverse heritage we find the basis for strengthening this identity and building a sustainable future.

3. Development

A pattern of change yielding broad social improvements, individual and collective fulfilment, and general welfare

During the past decade, there have been various calls for new ways of thinking about development. Here and abroad it is accepted that development cannot be limited to economic and material growth alone. Rather it must be defined in terms of broad social improvements, of individual and collective well-being. In this view economic development is not an end but a means to a sustainable quality of life.

The World Commission on Environment and Development (the Brundtland Commission) coined the term "sustainable development." UNESCO coined the term "cultural development." Both ideas are important for understanding the role of heritage conservation in development.

Brundtland emphasized that development cannot be sustained without the conservation of assets, both natural and human. However, the commission then went beyond the anti-development bias of much earlier thinking about conservation. It argued that conservation does not – cannot – happen in a vacuum. Given human needs, and in particular the growing inequality between "developed" and "developing" countries, to speak of conservation as an end is meaningless. In fact, growth must – and will – take place, but there must be a change in the quality of that growth. Resources must be conserved in order to ensure the welfare and orderly development of human societies. This is a basic condition of sustainable development.

UNESCO made the point that development, to be successful, must be grounded in the identity of a people, in its heritage. UNESCO uses the phrase "cultural development" to mean:

- measuring development against benchmarks other than economic growth and technological progress – that is, taking into account its full social and ecological impact; and

- making use of identity as the driving force of development, by placing progress within the context of a society's traditions and its capacity to build a shared future for its members.

Both Brundtland and UNESCO counsel that survival is a matter not of conservation **opposing** development – past **versus** future – but rather of seeking harmony between the two.

> "It is becoming increasingly clear that one of the main reasons for the failure of many development projects is the fact that they are ill-matched to natural and cultural environmental conditions, and to the situation, needs and aspirations of the populations concerned. There is indeed no shortage of examples of technically well-designed projects which are nevertheless rejected or simply treated with indifference by the populations concerned because they have overlooked vital facts in the environment or disregarded the latent values which can have a mobilizing effect. Happiness cannot be imported. It can only be achieved through a conscious, deliberate effort made by populations fully aware of the issues at stake and willing to face up to them."
>
> UNESCO — *World Decade for Cultural Development*

4. Conservation

A comprehensive process that identifies elements of a community's heritage and mobilizes them to shape identity and guide development

As our awareness of the dimensions of heritage has broadened, so has our understanding of the requirements of and reasons for conservation. As with "heritage," a more comprehensive perspective demands that we confront a number of powerful connotations. Conservation, our instincts tell us, is synonymous with a desire to oppose change, stifle creativity, and limit human advancement.

Instead we must come to see conservation as a comprehensive process that both preserves and responsibly develops heritage resources for public understanding and use. Through conservation efforts, Ontario's diverse natural and human legacies are mobilized in ways that enable Ontarians to interpret and respond to the world around them and to manage the change confronting them. Conservation is thus the key to "activating" our inheritances for purposes of individual and community benefit. This view of conservation as a means of reinforcing identity and guiding development is a long way from "saving a stack of things." It has even been suggested that the term "conservation," with all its associations, is inadequate to convey this understanding and should be replaced with the more dynamic "conservation and development."

Central to this more comprehensive view of conservation is recognition of the importance of interpreting our natural and human legacies so as to deepen our understanding of ourselves and our world. Some have gone as far as to suggest that interpretation is the central cultural process, the means by which we create and "recreate" ourselves, advancing our culture. This does not mean slavish acceptance of ideas or inheritances from the past. Rather it involves examining and re-examining our legacies in the light of our changing needs today: creating a "usable past" and "recycling" elements from it in ways that advance our individual and collective interests.

Though it is less evidently a threat than is our abuse of nature, our "forgetfulness" as a culture does represent a profound threat to the depth of human experience and to the retention of those shared assumptions and beliefs upon which our society depends.

From this perspective, conservation is the process by which we transform society not by opposing change but by managing change so as to ensure liveability and continuity in human communities. Twenty years ago we spoke of protecting the environment and preserving the past. Today we speak of building a future enriched by the diversity of opportunities and experiences that the legacy of our natural and human heritage provides.

At the highest level a strategy for heritage conservation seeks to promote harmony among humans and between humans and nature. It rests on the belief that only by conserving and developing our natural and human heritage together can we provide individuals with the best chance of self-fulfilment and societies with the ability to achieve well-balanced growth.

CATEGORIES OF HERITAGE RESOURCES

Our heritage resources are found in a wide spectrum of natural and cultural forms; these can be grouped into three broad categories:

- **IMMOVABLE HERITAGE** – land or land-based resources, such as buildings and natural areas, that are "fixed" in specific locations; for example:

  structures – buildings, ruins, and engineering works such as bridges
  sites – archaeological sites, battlegrounds, quarries, earth science sites such as rock formations, and life science sites such as rare species habitats
  areas – streetscapes, neighbourhoods, gardens, lakes, and rivers and other natural, scenic, and cultural landscapes

- **MOVABLE HERITAGE** – resources, such as artifacts and documents, that are easily "detachable" and can be transported from place to place; for example:

  objects – artifacts, such as artworks, utensils, and adornments, and earth and life science specimens, such as fossils and crystals
  documents – including newspapers, letters, films, and recordings

- **INTANGIBLE HERITAGE** – such as traditional skills and beliefs; for example:

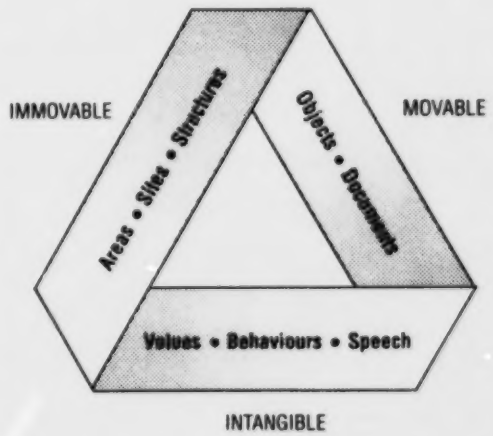
  values – attitudes, beliefs, and tastes
  behaviours – including skills, games, dances, and ceremonies
  speech – stories and narratives, songs, sayings, and names

While such categories are useful, there can be a danger in thinking of heritage resources as discrete and compartmentalized "things." On closer examination some elements defy neat categorization: archaeological sites, for instance, may yield up easily portable artifacts; documents may be of interest as historical artifacts as much as for the information they contain; buildings are sometimes moved around; various types of intangible heritage can be documented, thereby assuming tangible form.

A too strict taxonomy also conceals the inseparable nature of many heritage elements. It is impossible to talk about the significance of a heritage structure, for example, without considering its site and the wider physical context – street, neighbourhood, or landscape. Similarly, a building or indeed any human-made feature cannot be understood without reference to the values and skills of its designers and builders. Tangible things of course also acquire important intangible dimensions over time – the family heirloom preserved in the face of adversity, for example, or the Ontario Legislative Building as a symbol of our tradition of parliamentary democracy.

While reflecting the three broad types, the diagram uses a Mobius strip to suggest a continuum of closely interrelated heritage forms.

Categories of Heritage Resources



THE HERITAGE CONSERVATION PROCESS

In practice, the conservation of our heritage resources – in their various forms – can be seen as a comprehensive process, consisting of a number of specific activities and techniques.

While these steps vary with the heritage resource being conserved, they fall into three general types, undertaken in sequence:

- **Identification and recovery:** Conservation begins with the finding and selecting of heritage features; in the case of specific kinds of heritage resources such as oral traditions, this may include recovering and reconstituting them; in this step the resource is also documented and analysed.
- **Preservation and renewal:** This step protects and renews the resource and includes legal protection, repair and restoration, and maintenance of heritage features.
- **Interpretation and use:** Conservation is not complete without making heritage elements accessible for public understanding and use in ways that serve our individual and community interests.

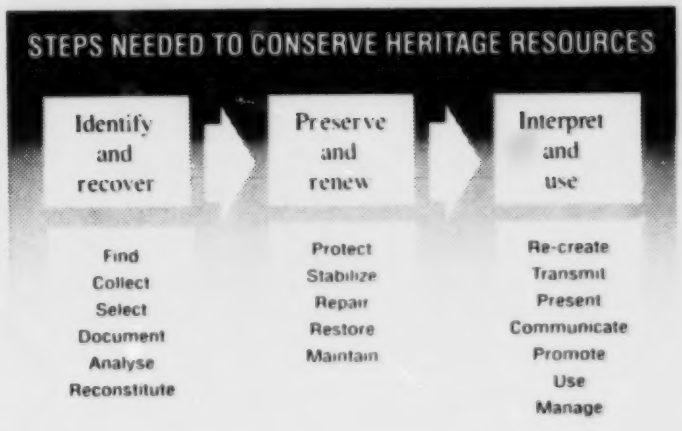
These three steps can be represented in a simple diagram: **Steps Needed to Conserve Heritage Resources.**

A clearer understanding of the process of conservation and of the full range of steps and activities involved can help improve our heritage conservation practices.

We have tended, for instance, to concentrate our efforts on physically preserving heritage elements, often forgetting to interpret and promote these features in ways that communicate their relevance today. An old mill may be saved, for example; but if we do not communicate its role in the story of a town's development the building may remain unappreciated and underused by the community.

Sometimes we decide to preserve heritage elements without adequate research and analysis, or without explanation as to why something has been selected for preservation. In the absence of good inventories of scenic landscapes, for example, it may be hard to know if the best or most representative areas are being protected. Conversely, it is not uncommon for us to interpret and use our heritage resources while neglecting their ongoing preservation. Uncontrolled tourist traffic may endanger a community's heritage assets, both tangible – its scenery and sites – and intangible – the way of life of its citizens.

A key challenge is to integrate these conservation steps and activities more fully into our ongoing public and private planning processes – as in the identification, protection, and use of significant heritage areas in land-use planning. Only through such attention to conservation objectives and practices in our mainstream activities can we in Ontario maximize the potential represented in our diverse heritage resources while conserving that potential for future generations.



CONSERVATION APPROACHES

Not all forms of heritage are conserved in the same way. Because of the different problems and potentials they present – a folktale, say, as compared to a natural area – they have different conservation "needs."

Our three broad types of heritage resources provide a useful starting point in developing appropriate conservation responses.

☛ IMMOVABLE HERITAGE RESOURCES

With rare exceptions, resources such as heritage buildings and areas of natural value cannot be moved and therefore must be conserved in situ. Moreover, they occupy finite and, in many parts of Ontario, increasingly valuable space. While some are in public hands, most are privately owned. Decisions about the use of this space hold the key to their future.

Conservation strategies for immovables must therefore focus on the channelling or stimulating of economic forces toward "heritage positive" development – the type of development, for example, that capitalizes on a heritage building and integrates it into a new use for the site. Such strategies would involve a combination of environmental and land-use planning tools and economic inducements, such as tax measures.

☛ MOVABLE HERITAGE RESOURCES

Unlike immovables, resources such as artifacts and documents tend to be small, portable, and widely dispersed; while they can be collected, their value is often closely tied to a particular physical context, as in the case of machinery from an old mill, or to an intellectual or even spiritual context – a mask of native origin, for example. As a result, in addition to the dangers of physical destruction and decay shared with immovable heritage, movable resources are at particular risk of being "lost" – by being sold out of the country, for example, or by being isolated from the context that gives them value and meaning.

Conservation strategies for movable property should therefore emphasize the "keeping track" of important resources and the documenting and interpreting of their physical and their intellectual or spiritual context. One important way of doing this is through custodial institutions (museums, archives, art galleries). However, there are many others: inventories and registers of objects and collections, export controls, tax inducements for donations or retention, designation approaches, and so on.

☛ INTANGIBLE HERITAGE RESOURCES

Customs, traditions, and other non-physical elements present their own unique challenges. They are naturally evolving and have no life apart from the people who carry or express them. Because they are so often taken for granted, both by their "custodians" and by others, many such elements remain unrecognized, undervalued, and vulnerable to destruction or loss.

Conservation strategies for Ontario's intangible heritage resources should therefore emphasize bringing these elements to public and official recognition and, where feasible, nurturing and perpetuating them. Such strategies could include appropriate statutory recognition of intangible along with tangible features; inventory and documentation programs, such as oral histories; apprenticeships for traditional skills; and special educational and promotional initiatives.

CHAPTER 4

Shared Purposes: A Vision of Heritage

SHARED PURPOSES

Chapters 1–3 suggest that a new and broader understanding of Ontario's heritage is now essential if we are to face the challenges before us.

After two centuries of existence as a province, we need a fresh vision of what our rich heritage is and why it is important for everyone to be involved in its conservation.

This report has noted new and major environmental, social, cultural, and economic issues facing the province. It argues that our heritage, understood holistically as the foundation of our identity and the guide to our development, can be:

- a source of the essential information, knowledge, and wisdom we need to adapt to changing conditions;
- a source of context and continuity necessary to sustain us in times of challenge and change;
- a basis for mobilizing co-operative participation by people across the province to meet these challenges.

The report identifies some major obstacles to realizing this potential. We first need a fundamental shift in our understanding of our natural and human legacies and of how they affect every individual and every community every day.

While we have protected and preserved many individual "things" – buildings, collections, and natural sites, for example – we have tended to value them in isolation, unrelated to their larger contexts – both natural and human, contemporary and historical. More comprehensive perspectives, and a much fuller and deeper understanding of our inheritance, are called for.

We also need to involve more citizens in the process of learning what to conserve, and why, and in deciding how to conserve.

Ultimately, the capacity to adjust to new conditions lies not in the hands of governments or of "heritage" specialists but in the hands of alert and informed citizens.

As stressed in the Brundtland Report and elsewhere, "conservation is everyone's responsibility." To mobilize widespread support for attention to conservation in planning and other types of decision-making, there needs to be more dialogue about what is to be conserved and why. Public and private sectors must be involved, and professionals and volunteers.

It amounts to this: in the face of the demands of our times, we must think globally and act locally. Our actions must be guided by larger perspectives and understandings. At the same time progress in achieving our goals will depend on **local action** – by individual Ontarians, motivated and empowered to act on challenges and opportunities in their communities.

A VISION OF HERITAGE

Based on input to this Review, the Government of Ontario has adopted the following central policy goal:

To conserve and develop our heritage, creating opportunities for the participation of all the people of Ontario

The following operating principles have been endorsed to inform decisions and practices.

- **Respect for diversity:** All of Ontario's heritage has value and merit. The heritage of all regions and ethnocultural groups will receive attention. All forms of heritage are important and must be evaluated for their potential to contribute to our future.

- **Equality of opportunity:** No one will be denied access – physical or intellectual – to the benefits of our heritage, or to involvement in its conservation, on the basis of region or socio-economic or ethnocultural background.

- **Shared responsibility:** Responsibility for conservation is shared across government and across society. Specific organizations have specific responsibilities, but the job is not theirs alone. Everyone has a role. Moreover, decisions affecting local resources must involve people in those communities.

- **Respect for individual interests:** Conservation efforts must respect the rights of individual Ontarians, including property interests and the freedom to uphold specific traditions and beliefs.

Finally, the Province endorses the following statement of **overall vision**:

Ontario's heritage is a living resource. It is the basis of our identity and our social and economic well-being. It is a source of confidence in what we can achieve: as we come to understand it, we discover who we are and what we can do.

We see an Ontario in which individuals and communities are enabled to learn about their heritage and to conserve and develop it as the foundation of liveability and continuity in the province.

PART III

A Heritage Conservation Strategy for Ontario

CHAPTER 5

The Framework

TOWARD A STRATEGY

This report presents the beginnings of a heritage conservation strategy for Ontario. When fully developed, a strategy does two important things.

- It lays out the steps necessary to move forward to achieve stated goals and objectives.
- It makes possible the co-ordination of a host of individual efforts.

The Ontario Heritage Policy Review identified the first steps toward developing a co-ordinated strategy for conserving Ontario's heritage. Public meetings and written submissions moved us toward this strategy in three crucial ways.

PUBLIC INPUT

1. Public input helped create a clearer picture of roles and responsibilities in heritage conservation.

It was obvious that individual efforts in heritage conservation were being channelled through many different groups, including national, provincial, and municipal governments; organizations and institutions at all three levels; and the corporate sector.

These various groups generally seemed to have a clear idea of what their own roles are or should be. However, because of the tremendous growth and change in the heritage field over the past twenty-five years, few participants had a clear overview of the complementary roles within the system as a whole.

Since these various groups depend on one another's co-operation and support, it is evident that the impact of Ontarians' conservation efforts could increase by a comprehensive mapping of roles and responsibilities. Chapter 6, "Roles and Responsibilities," outlines them.

2. Public input identified broad needs in heritage conservation.

The public identified a host of concerns, and there was a great deal of agreement on major problems and on needed improvements. Chapter 7, "Goals and Objectives," captures this consensus.

3. Public input highlighted a new interest in collaborative approaches to heritage conservation.

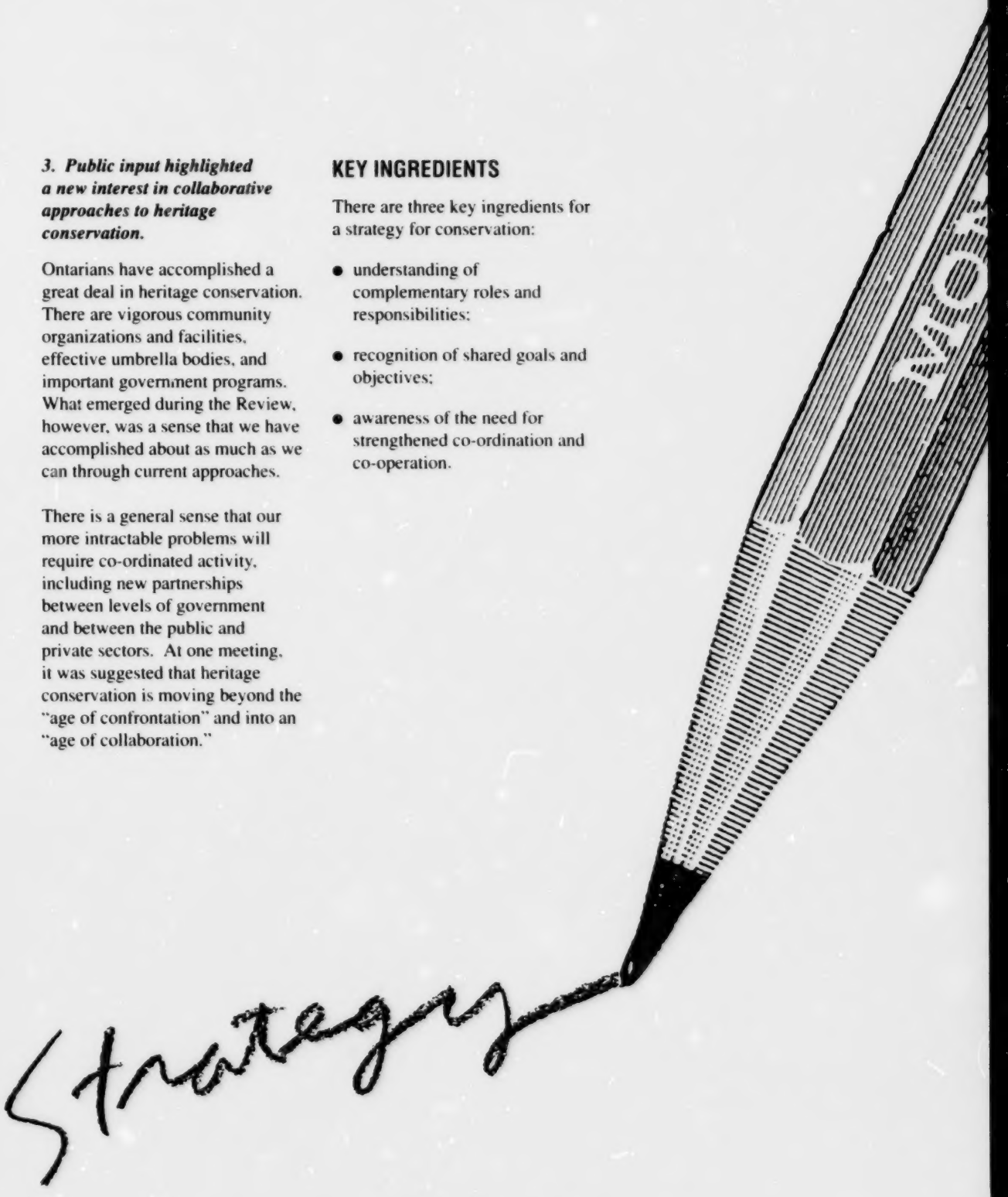
Ontarians have accomplished a great deal in heritage conservation. There are vigorous community organizations and facilities, effective umbrella bodies, and important government programs. What emerged during the Review, however, was a sense that we have accomplished about as much as we can through current approaches.

There is a general sense that our more intractable problems will require co-ordinated activity, including new partnerships between levels of government and between the public and private sectors. At one meeting, it was suggested that heritage conservation is moving beyond the "age of confrontation" and into an "age of collaboration."

KEY INGREDIENTS

There are three key ingredients for a strategy for conservation:

- understanding of complementary roles and responsibilities;
- recognition of shared goals and objectives;
- awareness of the need for strengthened co-ordination and co-operation.



ONTARIO'S COMMITMENT

The Government of Ontario has an important role to play in implementing a provincial strategy **to conserve and develop our heritage, creating opportunities for the participation of all the people of Ontario.**

It is committed to working toward this end across its many programs and policies, through:

- communicating a vision of the nature and value of our heritage resources and promoting the steps needed for their conservation and development;
- leading by example – demonstrating the benefits of, and approaches to, heritage conservation and development across the full range of government responsibilities and activities;
- implementing policies through which important heritage resources can be identified, preserved, interpreted, and used for the benefit of Ontarians today and in the future;
- fostering a context that encourages individuals, communities, governments, and the private sector to participate in conserving and developing heritage resources; and
- helping communities reinforce their commitments to conserve and develop heritage resources by strengthening their capacities to do so.

The provincial government also has an important role to play in ongoing strategy development, analogous to its general strategic responsibilities in other areas of public policy. The Ministry of Culture and Communications (MCC) has been given specific responsibility for co-ordinating the further development of a heritage conservation strategy in co-operation with public- and private-sector participants.

In the course of the Ontario Heritage Policy Review, MCC has established strong consultative relationships. MCC will build the strategic planning process on this foundation by creating mechanisms for continuing consultation with participants and the public. MCC will also strengthen its capacity to undertake policy research, database development, environmental scanning, and so on.

MCC will act as a leading agent to promote a vision of the nature and value of heritage. Achievement of our shared goal will require common understanding of such issues as definitions, conservation methods and processes, and the responsibilities of public- and private-sector participants. There is also a need for an active and concerted effort to communicate and promote the opportunities for socio-economic development that heritage conservation represents.

NEW HERITAGE LEGISLATION

New heritage legislation for Ontario will be a primary vehicle both for promoting a common vision of our heritage and for empowering Ontarians to implement conservation strategies.

New legislation, then, should have two main purposes:

1. **To promote a broadened understanding of the dimensions of Ontario's heritage, by:**

- affirming its fundamental importance to Ontario society;
- recognizing the wide spectrum of our heritage resources;
- signalling the steps needed to conserve these resources;

2. **To reflect a clear and comprehensive framework of roles and responsibilities for heritage conservation in Ontario, including:**

- appropriate roles for the provincial and municipal levels;
- opportunity for community involvement in conservation decisions;
- support of private conservation initiatives.

Submissions to the Review contained many specific suggestions for changes to the Ontario Heritage Act and other provincial legislation affecting heritage resources. Together with previous commentary on the act, this material effectively identifies the key legislative issues.

Through continuing consultations with public- and private-sector interests, MCC is currently confirming proposals for dealing with these issues.

It is anticipated that proposals for new heritage legislation will be ready for review this spring.

Introduction of a *new* Ontario Heritage Act is a high priority for this government.

NEXT STEPS

It is not necessary to await new legislation before beginning to consider heritage conservation goals and objectives. Accordingly, the government will:

- establish working groups in which participants can begin to work toward specific objectives identifed in this report and form partnerships to achieve them;
- establish an annual Heritage Policy Forum, in which interested groups can review progress in developing heritage conservation strategy and in achieving our objectives.

In the years ahead, we can expect heritage conservation strategy to be fluid and to evolve. Some objectives will need to be considered sooner than others. For example, those related to legislation and to increased promotional activity require prompt attention. Achieving these objectives will lead to changes in others.

Objectives will evolve for other reasons. Some clearly call for special studies that will shed new light on what is required. For example, during the Review, a study was undertaken of economic measures that might encourage conservation of historic and heritage buildings. The results of this study will make it possible to give focus to the encouragment of private-sector investment. The results are presented in Technical Paper No. 2; see page 87.

Furthermore, the actual process of collaboration will generate new perspectives on what is necessary in order to achieve our broad heritage conservation goals. Thus, it will be important to maintain a certain flexibility. Annual policy forums can review strategies and ensure that objectives remain current.

The following chapters present findings about roles and responsibilities and about goals and objectives.

CHAPTER 6

Roles and Responsibilities

SHARED RESPONSIBILITY

How do we organize ourselves? How should we?

Responsibility for conservation today is shared across government and across society. Success in realizing our goals will clearly depend on our ability to forge stronger partnerships among all sectors of society and to mobilize support and involvement on the part of all Ontarians.

The trend toward decentralized partnerships is not confined to the heritage field. The rigid structures of the past in both public and private sectors are no longer adequate. Complex challenges in all policy fields demand new organizational patterns and decision-making that is participatory, collaborative, democratic, and decentralized.

Overall, governments are now called on to play a twofold role: first, to develop broad policies and strategies; second, to strengthen the capacities of communities to address local challenges and stimulate local opportunities. Only increased participation in decision-making at the local level can ensure that programs and services will remain responsive to local needs and aspirations.

But governments at all levels are also being asked to retain the critical role of context-setting and monitoring. During the Review the provincial government was called on to ensure that heritage considerations are integrated into community planning processes and to create a financial climate conducive to private-sector involvement.

A mechanism that has proven effective in tackling complex problems across many policy fields is the council or forum, involving representatives of government, non-governmental organizations (NGOs), the academic sector, and private enterprise. In the field of heritage conservation, the Natural Heritage League has brought a variety of perspectives and resources to bear on collaborative projects and initiatives. Similar mechanisms have been used to advantage in Ontario in such agencies as the Premier's Council and the Ontario Round Table on Environment and Economy.

Beyond corporate structures and government agencies lies the power of people in their communities. Grass-roots participation requires facilitating organizations. Variously called citizens' movements, associations, the third system, grass-roots people's organizations, NGOs, and non-profit organizations, their roles include the carrying out of specific projects, public advocacy, "watchdog" surveillance of government and industry, education, and the setting of directions and goals for change. Ideally, citizens' associations are mechanisms for enabling a maximum number of people to contribute – they must remain as horizontal (rather than hierarchical) as possible. People are linked less by structures than by shared values and interests and by networks of communication.

The principle of **networking** pervades much of the thinking about decentralized partnerships. The goal is to identify co-operative endeavours so as to bring together political leaders, civil servants, professional experts, the media, and the public.

INDIVIDUAL ONTARIANS

In Ontario many individuals, groups, and institutions play specific roles, defining and achieving goals in heritage conservation. Many of these have emerged over the past several decades, and they constitute a loose partnership of public and private bodies playing interdependent roles. These various organizations make it possible for individual Ontarians to participate in a number of ways, as:

- **citizens:** influencing municipal and other government actions affecting the conservation and development of heritage resources – through community planning, for instance;
- **entrepreneurs and investors:** in profit-making ventures;
- **members and volunteers:** in local and provincial organizations, such as historical societies, museums, and nature conservancies;
- **owners and stewards:** of real property of historical or natural importance;
- **participants:** in heritage events, such as community celebrations and ethnocultural festivals;
- **practitioners:** of traditional skills and knowledge;
- **custodians:** of movable (personal) property of aesthetic, historic, natural, or scientific importance;
- **visitors and users:** of heritage facilities and sites.

Organizations enable individual Ontarians to realize the benefits of heritage by providing:

- **physical and/or intellectual access:** to heritage resources or to information about them;
- **professional/technical education:** opportunities to learn about the importance of our heritage and about the means to conserve it;
- **support:** encouragement and assistance, by promotional, financial, and other means.

OVERRIDING CHALLENGES

A number of **overriding shortcomings or limitations** were identified in Ontario's current system of roles and responsibilities. To alleviate these problems, steps must be taken to:

- increase substantially the direct participation of individual Ontarians;
- formalize and strengthen existing partnerships and establish new ones, particularly with business interests;
- integrate heritage conservation more effectively with planning at all levels;
- support and strengthen municipal capacities in the field.

The roles of various groups are reviewed in the next three sections (1–3). Public and private bodies are described in generic categories at three levels: community, provincial, and national. Concerns and challenges identified during the Review are highlighted. The chapter concludes with an overall mapping of the system of roles and responsibilities as a basis for overcoming current limitations and forging stronger partnerships.

1. COMMUNITY LEVEL

- **Local Organziations**
- **The Corporate Sector**
- **Municipalities**

Ontario has the most extensive network of community-level heritage organizations and activists of any jurisdiction in Canada, because of both the general growth of local conservation activity over the past twenty-five years and the particular emphasis Ontario has placed on local initiative. When the building designation process was established under the Ontario Heritage Act, both municipalities and local architectural conservation advisory committees (LACACs) were given major roles. Some people feared then that designation matters would not receive adequate attention without strong provincial intervention. However, over the years, local expertise has been built up, community energies have been mobilized, and the involvement of citizens has generated widespread local support. Indeed, Ontario is now being looked to by other provinces/territories as a model of how to mobilize local participation.

- **Local Organizations and Institutions**

Heritage organizations:
Over 1,000 local non-profit organizations have the capacity to reach 500,000 heritage supporters, and they include:

- archaeological society chapters
- architectural conservancy chapters
- field naturalists' groups
- folklife/folklore societies
- genealogical societies
- historical societies

Custodial institutions:
The approximately 800 such institutions include:

- 250 archives
- 150 art galleries
- 400 museums

Local heritage organizations and institutions are essential to public access and conservation opportunities. They encourage involvement through memberships and educational or recreational programs. They are a source of professional and technical expertise in planning and running local projects – their members are often at the forefront of community initiatives. They provide employment for practitioners and training and work opportunities for students and volunteers.

Local heritage organizations are a resource the potential of which has not been fully realized. Their contributions to community planning and development could – and should – be greater. Many local organizations lack a voice in municipal decision-making; their concerns remain on the periphery of local priorities. Many struggle with little or no funding from provincial, municipal, or private sources. They lack public recognition and the resources to increase local awareness, through marketing and promotion.

It was also clear that local organizations are looking for ways to co-ordinate and co-operate, sharing resources and information. Custodial institutions – archives, art galleries, and museums – are also interested in co-operating on a regional basis, through regional conservation laboratories, computer networks, and other ventures.

There is a growing interest in "ecomuseums." This concept co-ordinates community-wide involvement and integrates conservation considerations with social and economic planning and development – an appealing idea. It enables communities to conserve and develop the full range of their heritage – movable, immovable, and intangible – within a broader social and ecological context.

The province's impressive network of local organizations is a foundation of experience, dedication, and expertise upon which to build. Provincial ministries and agencies need to re-examine, with local governments, their support programs and marshal them more effectively. Municipal authorities, including regional, county, and district governments, stand to gain enormously from the pool of expertise and advice that heritage organizations and professionals can bring to bear on a range of planning and development questions.

Many municipalities do recognize the benefits of a vital support system. Some have funded local or regional centres and foundations. The impact and effectiveness of such support systems could be strengthened through expanded heritage advisory boards representing the full range of natural and cultural interests.

Local organizations and institutions, for their part, would become stronger through collaboration with one another and with other cultural, ethnocultural, and environmental interests in the community. Their challenge is to extend their roles, not only undertaking conservation themselves, but facilitating efforts on the part of the larger community. They have expertise to bring to others.

The Corporate Sector

In the corporate sector, a growing number of individuals and groups are involved in heritage activities, including:

- accountants
- heritage consultants
- lawyers
- real estate developers
- small businesses
- tourism operators

The corporate sector clearly is not a single, homogeneous entity; it includes a diversity of participants and interests. A growing industry of heritage consultants, for example, is directly involved professionally in the practices of conservation. Some sectors, such as the real estate and tourism industries, use heritage resources for commercial purposes. Accountants, investors, lawyers, and small businesses also contribute directly or indirectly, by advising on development projects, locating offices and businesses in heritage buildings, or contributing time, expertise, and support to community initiatives.

Conservation has not always been a corporate-sector priority. Submissions told of the demolition of properties that might otherwise have been adapted and reused, of insensitive restorations or rehabilitations, and of the loss of important corporate records and documents. But corporate-sector representatives had stories of arbitrary and inconsistent municipal practices in property preservation, of the lack of economic incentives for rehabilitation of buildings, and of unfair and onerous legal procedures connected with property designation under the Ontario Heritage Act.

Relations between heritage groups and business interests have often been tense and short of mutual understanding. It is increasingly clear, however, that private capital and goodwill can and must be mobilized if involvement in conservation is to increase. There is also growing recognition of the entrepreneurial and marketing opportunities that many resources offer. A new attitude of co-operation, acknowledging both the interests and the capacities of the corporate sector, is developing.

The Government of Ontario is committed to strengthening partnerships between the public and private sectors, both in support of economic development and to advance social goals. As many argued in public consultations, the Province has a critical role to play in communicating the corporate benefits of conservation and in fostering conditions that will increase the attractiveness and competitiveness of conservation opportunities. It could, for example, improve the fairness and efficiency of legal procedures for preserving property, establish appropriate and realistic inducements for a range of conservation activities, facilitate joint public-private-sector ventures, and eliminate tax measures that encourage building demolition.

Some municipalities called for greater flexibility in building and fire codes and for new official plans to encourage private investment in the adaptive reuse of heritage properties. Many acknowledged that planning and protection must include ongoing consultations with developers and other corporate interests. The corporate sector in turn was called on to increase its involvement and, specifically, to seek opportunities to use heritage resources wisely while remaining sensitive to heritage values and concerns.

Municipalities and Local Authorities

These bodies participate in various ways:

- **Basic responsibilities:** Municipalities are responsible for the provision of heritage facilities and for addressing heritage conservation as a dimension of community planning.

- **Financial assistance:** Many municipalities have established their own grant programs for conservation or administer grants funded through provincial programs.

- **Heritage administration:** Several municipalities have established heritage departments or boards (e.g. the Hamilton Historical Board); others have permanent staff, usually working within planning departments.

- **Advisory bodies:** One hundred and ninety municipalities have appointed LACACs under the Ontario Heritage Act; in some cases unofficial committees have also been created to advise councils on natural heritage and archaeological matters. The emergence of ecological and environmental advisory committees (EEACs) as the environmental counterparts of LACACs has raised the possibility of strengthened co-ordination of advisory bodies across the full range of heritage resources.

- **Resource identification and protection:** Under the provisions of the Ontario Heritage Act, close to three thousand properties have been designated for their architectural or historical value, about fifty conservation districts have been identified or are under study, and a number of communities have active property easement programs. Many municipalities have compiled more comprehensive lists or inventories of a range of resources.

It is at the municipal or local level that governments can deal most effectively with most heritage resources, because of the particular powers and functions of municipal governments and other local authorities and because of their close links with community needs and interests.

In matters of land use and real property, municipalities generally control the administrative mechanisms – planning departments, building permits, building codes, taxes, and so on – critical in conserving and developing immovable heritage resources. Conservation authorities also have vital responsibilities in this area. Local and regional school and library boards have roles in education, ensuring access to information on heritage matters of special local interest.

Because they are closest to the people, municipal governments are the mechanism through which communities make many major decisions. They should be prime vehicles for empowering the community to identify its heritage resources and take measures to conserve them.

Today, new pressures are changing the ways municipalities do business. Like the provincial government, they are finding a need for:

- more holistic analysis of issues and more integrated approaches to dealing with them;
- strengthened partnerships with other public- and private-sector players;
- programs responsive to changing community needs and to a diverse society.

The Review received submissions from municipalities representing over 50 per cent of the population of the province and from their representative body, the Association of Municipalities of Ontario. Over thirty briefs were received from LACACs. Several conclusions are apparent about the situation in municipalities:

- With few exceptions, and despite progress made, most municipalities still lack a clear understanding of the diverse nature of their heritage and how conservation contributes to community life. With provincial leadership and support, municipalities could help articulate a guiding vision of heritage in their communities and develop comprehensive policies to inform decision-making.
- Municipalities must integrate heritage conservation more effectively with land-use and environmental planning, tourism development, and a wide range of other community planning issues. They must also make bolder use of mechanisms available under the Ontario Heritage Act and other provincial legislation to achieve their objectives.
- Municipalities need stronger assistance from the Province, in the form of advice, financial support, and guidelines.
- Municipalities vary enormously in size, experience, and need, and as a result provincial legislation and programs must be flexibly designed and implemented.

For municipal and local authorities to undertake such responsibilities requires provincial leadership and support. In the absence of adequate enabling powers, planning and protection are impossible. Progress toward Ontario's heritage goals will depend on the Province and municipalities developing stronger partnerships.

2. PROVINCIAL LEVEL

- **Provincial Organizations**
- **The Government of Ontario**

Provincial Organizations

Many **umbrella organizations and associations** are actively involved at the provincial level. Representative associations in the heritage field provide services to a variety of types or categories of members. Many associations combine multiple functions or mandates; they may:

- assist individuals involved in conservation pursuits;
- assist institutions or organizations involved in heritage or heritage-related activities or enterprises;
- raise general public awareness.

Some organizations have existed for many years – the Architectural Conservancy of Ontario, the Federation of Ontario Naturalists, the Ontario Archaeological Society, and the Ontario Historical Society, for example. Others emerged in the post-1967 expansion – the Association of Heritage Consultants, the Multicultural History Society of Ontario, the Ontario Association of Archivists, the Ontario Council of Archives, the Ontario Museum Association, and so on. Still other provincial and national bodies consulted during the Review have only recently come to see themselves as having "heritage" interests or involvement – the Association of Municipalities of Ontario, the Canadian Institute of Public Real Estate Companies, the Ontario Association of Landscape Architects, the Ontario Federation of Anglers and Hunters, the Tourism Industry Association of Canada, and more.

Provincial umbrella organizations are crucial to the vitality and professionalism of heritage conservation in Ontario. They provide services and represent the interests of their members – individuals and institutions throughout the province. For example, the Ontario Historical Society has a direct membership of some 3,000 but through its local societies reaches several hundred thousand individuals.

Ontario has the most extensive network of heritage practitioners and activists of any province in Canada. Provincial organizations are an indispensable tool for mobilizing a wealth of expertise and strengthening conservation practices. They provide vehicles for advancing individual heritage disciplines, through professional training, sharing of advice and information, and development of guidelines and standards. Moreover, they are channels through which the Government of Ontario can consult with diverse interests.

Increasingly, provincial bodies are being called on to balance their delivery of service to members with leadership in policy development and advocacy. They are also recognizing that they share with each other many interests and concerns, both in program delivery and in advocacy.

An important challenge is to co-ordinate better these interests through policy forums, informal federations representing various disciplines or interests, and so on. By sharing facilities, staff, and expertise, they could also achieve economies of scale. The Ontario Heritage Centre and George Brown House, in Toronto, restored by the Ontario Heritage Foundation, are providing shared administrative facilities for a number of provincial organizations.

Provincial organizations can also mobilize broader public involvement. One innovative suggestion was that they could become more active in "training trainers." Umbrella organizations could train their members not only to undertake conservation themselves but also in turn to train others in their communities in basic techniques and good practice.

As the Government of Ontario seeks to establish and strengthen service delivery partnerships, these organizations could and should become increasingly important and influential.

The Government of Ontario

Government involvement at the provincial level has greatly increased over the last two and a half decades. By the launch of the Ontario Heritage Policy Review, it included several important elements:

- **Legislation:** An inventory of provincial government activity completed during the Review identified twenty-six pieces of legislation that either deal directly with heritage resources or have an impact on them. Examples include the Planning Act, the Environmental Assessment Act, the Municipal Act, and mandating legislation for such agencies as the Niagara Escarpment Commission. A central element of this legislative framework is, of course, the Ontario Heritage Act. Proclaimed in 1975, the act was the first legislation to focus specifically on the "heritage" of Ontario and to give municipalities specific, if limited, powers to protect their resources. While much local activity can be attributed to the act, it has been increasingly criticized for its weaknesses and anomalies.

- **Policies and Programs:** In addition to legislation, more than one hundred programs in fifteen ministries either use or directly affect the heritage of the province. The need for an overall framework to guide this activity was a prime reason for this Review. Under the Ontario Heritage Act, the Minister of Culture and Communications has the authority to "determine policies, priorities, and programs for the conservation, protection and preservation of the heritage of Ontario" (section 2). MCC has evolved a variety of programs which provide financial and technical assistance to individuals, organizations, and municipalities.

- **Provincial Agencies:** Many ministries have agencies that play roles in conserving and developing heritage in its various forms across the province – in MCC alone, the Archives of Ontario, the Art Gallery of Ontario, the McMichael Canadian Collection, the Ontario Arts Council, the Ontario Science Centre, the Royal Botanical Gardens, the Royal Ontario Museum, and Science North. MCC's "lead agency" in the heritage field is, of course, the Ontario Heritage Foundation. The Foundation was originally created in the spirit of Britain's National Trust, to receive gifts of property and to acquire, develop, and manage properties for the benefit of the public. Closely tied to MCC, the Foundation operates a number of assistance programs, but it is probably best known for its trust activities, its program of historic plaques, and its role in archaeological licensing.

Constitutionally, provincial governments have jurisdiction over municipal government, education, and property matters. As a result, the Government of Ontario has a pivotal role in heritage conservation.

Many ministries and agencies find themselves involved in matters of heritage conservation, even if such activity is not always expressed or understood in these terms. Not surprisingly, all this activity has resulted in gaps and overlaps. However, progress is being made. In recent years MCC has negotiated some important co-operative arrangements with other ministries, such as the inventorying of sites owned by the Ministry of Government Services.

The Province has identified a number of broad principles for reforming the way it does business. It has indicated a desire to increase attention to:

- cross-government, holistic, and integrative approaches;
- new partnerships;
- better policy development and strategic thinking;
- responsiveness to changing needs.

Contributors to this Review identified remarkably similar views regarding the Province's role in heritage conservation. It should:

- affirm and promote the importance of Ontario's heritage and lead in developing conservation policies;
- lead by example through a co-ordinated, government-wide approach to the protection and use of Crown-owned resources;
- develop strategies for conserving and developing resources of particular provincial interest;
- increase its assistance and support to municipalities;
- assist heritage interests to create networks and form partnerships, both among themselves and with government and business groups;
- strengthen its consultations with participants in the heritage field and improve the flow of information among them;
- examine its use of financial support, so as to deal with new priorities and increase inducements to private-sector conservation interests.

3. NATIONAL LEVEL

- **National Organziations**
- **The Federal Government**

National Organizations

National umbrella organizations act on their level much as do provincial organizations on theirs. The Canadian Museums Association and the Canadian Council of Archives, for example, represent their constituencies in developing and advocating heritage policy, advising decision-makers, implementing research and other programs to advance professional practices, and promoting communications and networking. The Heritage Canada Foundation and the Nature Conservancy of Canada have broad-based memberships of individuals and organizations across the country. Organizations associated with international bodies, such as Icomos Canada and the World Wildlife Fund (Canada), not only undertake projects and initiatives in this country but also represent Canada in many international forums.

National bodies representing business interests have become increasingly active in heritage conservation. The Tourism Industry Association of Canada and the Canadian Home Builders Association, to name only two, have assumed vigorous pro-heritage positions, reflecting recognition not only of the overall benefits of conservation but also that heritage is "good for business."

The Federal Government

The federal government has a tremendous impact on Ontario's heritage. More than fifty federal agencies have responsibilities for some aspect of our heritage. Some of this influence is exercised directly, through the Department of the Environment, which is responsible for elements of the natural, built, and archaeological heritage, and through the Department of Communications, which is responsible for movable/cultural heritage, by means of such support programs as the Museum Assistance Program and such agencies as the national museums, the National Archives of Canada, and the National Library. The federal government manages heritage resources on federal Crown lands and protects federally owned or regulated structures and sites, such as railway stations and post offices.

Federal influence is also felt through such channels as the Copyright Act and the Income Tax Act. National tax systems have been used in other countries as a tool to encourage conservation. The U.S. Tax Reform Act, with its effective incentives for built-heritage conservation, was pointed to by many contributors as an example to emulate. It was strongly argued that, at the very least, commercial investments in such conservation opportunities as the restoration and rehabilitation of buildings should receive treatment comparable to investments in other sectors.

Submissions to the Review noted a number of other issues touching on federal responsibility. For example, neither municipalities nor provinces can designate federally owned or controlled heritage properties for conservation, so there is a need to ensure adequate protection of such sites in Ontario and to provide for a local role in decisions regarding them. Federal legislation dealing with shipwrecks also came under scrutiny. The century-old Canada Shipping Act is oriented toward commercial salvage and the protection of owners' rights, as determined by the Receiver of Wrecks. Federal legislative reform in this area is needed if the province's marine heritage is to be conserved.

SUMMARY

A strengthened system of roles and responsibilities can be built on the solid foundation of existing public- and private-sector organizations and an impressive body of achievement. But it must recognize the interrelationships of existing participants and strive for new and stronger partnerships.

The following distillation of roles and responsibilities represents a "mapping" of the system in Ontario.

1. COMMUNITY LEVEL

☛ Local Organizations and Institutions

In brief, the role for these varied bodies is **to facilitate and provide forums for community heritage conservation activity.** This translates into a series of responsibilities:

- promoting and providing opportunities for local participation in conservation activities;
- assisting municipal and local authorities to plan for the conservation and development of the community's heritage;
- providing professional and/or other advisory services to the community;
- co-operating and sharing with other heritage and community organizations.

☛ The Corporate Sector

As a major partner, the corporate sector can **seek opportunities to use and benefit from heritage resources and conservation activities.** This entails:

- seeking investment and development opportunities related to particular resources;
- taking heritage values and impacts into account in corporate decision-making;
- pursuing partnerships with non-profit and public-sector agencies;
- developing strategies for conserving corporate-owned resources, including buildings, archival records, and collections;
- sponsoring community initiatives.

☛ Municipalities and Local Authorities

Stronger municipal-provincial partnerships might be fostered by acknowledging the following municipal role: **to adopt measures to conserve and develop heritage resources at the local/regional level.** Related responsibilities would include:

- **policy development:** to help articulate an overall vision and goals for conserving and developing community heritage resources;
- **infrastructure:** to provide the community with heritage facilities;
- **planning:** to work with citizens and local organizations in order to identify local/regional resources and to integrate heritage conservation with comprehensive community planning;
- **protection:** to protect significant resources through designation and other mechanisms and incentives;
- **facilitation and support:** to assist local/regional heritage organizations in responding to community needs and to encourage individuals and the corporate sector to undertake initiatives;
- **education and promotion:** to encourage access and participation on the part of schools, residents, and community groups in community heritage activities;
- **co-ordination:** to adopt coherent approaches at the local- and regional-government levels and to help co-ordinate local/regional institutions and organizations.

2. PROVINCIAL LEVEL

☛ Provincial Organizations

The crucial role of provincial organizations is **to represent and develop various heritage**

interests or conservation disciplines and to facilitate delivery of technical and advisory services. Their responsibilities include:

- representing members' interests and discipline areas;
- assisting the Province in policy development;
- developing discipline areas and advancing professional practices and standards;
- facilitating information exchanges and networking;
- assisting in delivery of information and advisory services to communities.

☛ The Government of Ontario

The Province's overall role is **to establish the provincial framework for heritage conservation and development and to provide leadership, facilitation, and support**. As the heritage conservation sector has matured, the Province has become accountable for the following responsibilities:

- **policy development:** to provide leadership in identifying overall policy goals and strategies in consultation with other participants;
- **promotion:** to raise awareness of the nature and importance of our heritage;
- **co-ordination:** to ensure a co-ordinated approach to heritage conservation within government and to maximize co-operation among other participants;
- **legislation:** to develop enabling and regulating provisions consistent with established policy goals;
- **facilitation and support:** to provide funding and other assistance;
- **education:** to integrate awareness of heritage and the skills and knowledge needed to conserve it within formal and informal educational channels;
- **exemplary behaviour:** to lead by example in conserving and developing provincially owned resources and those of particular provincial interest.

3. NATIONAL LEVEL

☛ National Organizations

Like their provincial counterparts, national organizations **represent and develop heritage conservation disciplines and interests nationally and internationally**. They:

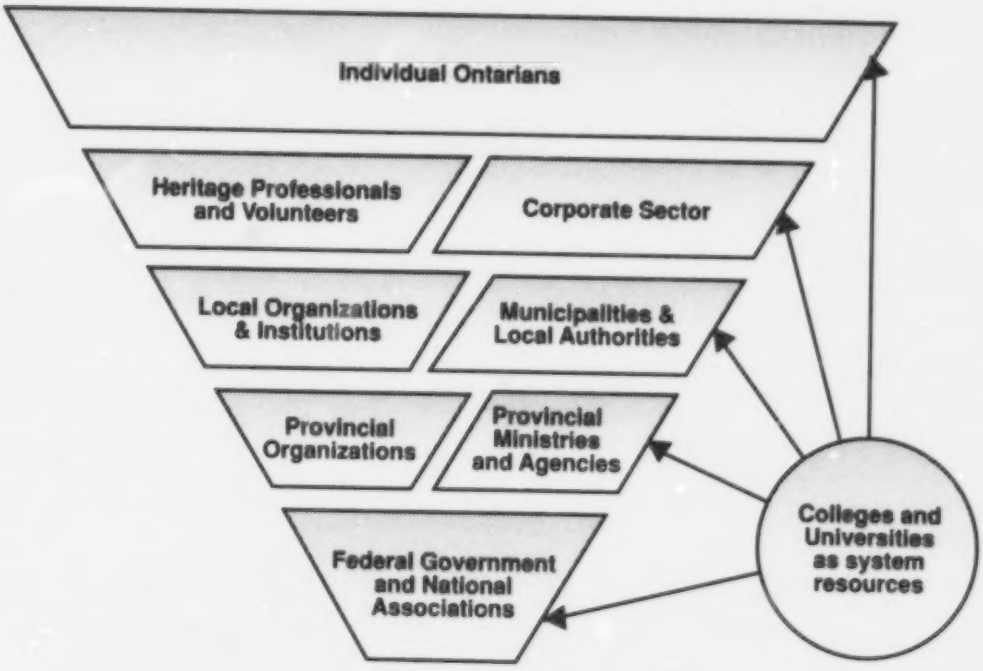
- represent heritage interests and disciplines in the federal arena and assist the federal government in policy development;
- develop heritage conservation disciplines and professions nationally and represent them in international forums;
- facilitate communications and promote networking and co-operative initiatives nationally and internationally.

☛ The Federal Government

The federal government has a critical role: **to develop comprehensive national heritage policies and programs in consultation with the provinces and to lead by example.** This mandate translates into responsibility to:

- develop comprehensive federal policies through provincial consultation;
- consult with the provinces on issues and projects of national or regional interest;
- support professional and technical research;
- create a fiscal climate to support and foster private and non-profit endeavours;
- represent and promote Canadian interests internationally.

HERITAGE CONSERVATION PARTICIPANTS



Overriding Theme: Decentralized Partnerships

The traditional view of the heritage conservation system placed the federal government at the top of a decision-making hierarchy. Provincial and municipal governments were somewhere below, with individual Ontarians forming the wide base of the pyramid as the "consumer 'of heritage programs and services designed or delivered by others. The private sector was often omitted, and designated heritage institutions and organizations appeared to be the principal raison d'être of the system.

The emerging view inverts this hierarchy. According to this perspective, the system exists to support the direct participation of Ontarians in heritage conservation. All support services then operate to assist these individuals. The bulk of services are provided by community organizations and the corporate sector, with support and guidance from local government. Those services that cannot be provided by local agencies (both public and private) become the responsibility of provincial ministries and agencies in full co-operation with provincial umbrella associations and other specialized bodies.

Finally, highly specialized services and policy support are provided by federal agencies. The dominant principle governing the system is one of decentralized partnerships. Programs and services are delivered at the most local competent level with the aim of mobilizing the direct participation of all Ontarians.

CHAPTER 7

Goals and Objectives

NEEDS

This chapter presents a series of goals and objectives based on the public consultations of the Ontario Heritage Policy Review. They are a distillation of the input given at twenty-six public meetings around the province and in 250 written briefs. Contributors included both public- and private-sector organizations and institutions at the municipal, provincial, and national levels. There was input from the profit-making as well as the non-profit sector.

The input took many forms: statements of principle, discussions of issues, suggestions for improvements, and requests for help. These different inputs were analysed and assembled into a broad picture of the key issues and needs.

A series of focus groups was then held with representatives of thirty-five provincial umbrella organizations, in order to get further input and feedback on the analysis.

Out of this consultation emerged five key needs which were identified in chapter 2:

1. We must heighten public awareness of the fundamental importance of our heritage.

2. The provincial government must adopt a more comprehensive and co-ordinated approach toward heritage conservation.

3. We must recognize the fundamental importance of Ontario's communities in conserving our heritage, by increasing their responsibilities and strengthening their capabilities.

4. We must broaden the participation of Ontarians generally, and the private sector in particular, in heritage conservation.

5. We must ensure that Ontarians have access to the knowledge and information necessary to conserve and use their heritage.

GOALS

Five goals have been established, one each for each of these needs. Objectives have been identified under each goal. There is a discussion in this chapter of each objective that summarizes the public input related to that topic. In every case the discussion distills the essential problem in question and reports typical public suggestions for a solution. Space does not allow this report to do justice to the rich array of ideas presented on each issue. The full range of input will, however, inform the various working groups that will be struck in the years ahead to face these challenges.

Based on public input to the Review, the Government of Ontario commits to the following shared heritage conservation goals:

Goal 1. To foster awareness that our heritage is vital to our success as a people

Goal 2. To strengthen provincial government leadership in conserving Ontario's heritage

Goal 3. To empower Ontario's communities to undertake high-quality heritage conservation

Goal 4. To stimulate private-sector involvement in conserving and developing Ontario's heritage

Goal 5. To guarantee the people of Ontario access to high-quality heritage information and research

Goal 1. To foster awareness that our heritage is vital to our success as a people

OBJECTIVE 1.1
To strengthen the interpretation of Ontario's heritage

Much of the conservation activity in Ontario has been concentrated on collecting and preserving. Less energy and fewer resources have been available for the subsequent steps of interpretation and use. The result has been reduced public access, both physical and intellectual, to the province's heritage.

Submissions expressed the need to direct increased attention to the interpretation and promotion of our diverse heritage. One intervenor suggested that this was necessary because while we may know more about our natural and human heritage than ever before, we also seem to live with it less than ever before.

Improved access to the knowledge and understanding encoded in heritage resources of all kinds is needed. Interpretation must be based on sound research and communicated through such channels as formal and informal education programs, publications, films, and interpretive signage for sites and structures.

Ontario's heritage can provide source material for the province's expanding cultural industries. In a world increasingly characterized by the free flow of information and communications, our own distinctive traditions and experiences must find expression in the channels of mass communications. The threat posed to the identities of nations by global information flow is an issue of growing international concern.

There has long been comment on the shortage of financial support available to Ontario heritage organizations and institutions for public programming. The 1984 report of the Special Committee for the Arts (Macaulay Committee) endorsed a proposal of the Ontario Museum Association regarding the establishment of program funding for heritage organizations comparable to that provided to arts groups by the Ontario Arts Council.

In many American states there exist both arts and humanities councils which fund research and publication across a wide range of disciplines within both formal educational institutions and community-based organizations. A recent report of the National Endowment for the Humanities made reference to the "parallel system" (to that of universities and colleges) of community-based museums, archives, historical societies, and archaeological and architectural conservation groups, which play a critical role in the conservation and interpretation of the nation's heritage.

OBJECTIVE 1.2
To promote stronger links between local school boards and local heritage organizations

Local heritage organizations, such as historical societies, naturalist clubs, community museums, archives, and galleries, provide programs and experiences that enrich the formal education system. Educational programming is indeed an integral part of the mandate and activities of most heritage organizations in Ontario. Many offer excellent programs including seminars, lectures, travelling exhibits, school resource kits, distribution of historical materials, and other outreach initiatives.

Despite these efforts, one of the overriding themes in submissions was a perception that we need to do more to educate our youth about the value of their natural and cultural heritage, to help shape attitudes and increase their involvement in conservation at the earliest stage. A review of curriculum guidelines was called for to ensure that they reflect the broadened and more holistic vision of heritage emerging in Ontario today.

Governments, educators, and the heritage community must work together to build on the success of current initiatives and exploit more fully the educational potential of our heritage resources. Young people's access to their natural and cultural heritage can be increased by strengthening links between school boards and community heritage organizations.

OBJECTIVE 1.3
To increase promotion of heritage conservation on a province-wide basis

One of the most successful vehicles for the promotion of heritage conservation in Ontario is Heritage Week, celebrated in communities throughout the province each February. Festivals, exhibits, workshops, walking tours, and various publications on Ontario's heritage are employed to reach out to a wide audience.

However, there is still an enormous amount of work to be done.

Promotional campaigns

Many suggested that a "Heritage Participaction" campaign was needed. This would serve not only to heighten awareness of the nature and value of heritage but would also stimulate greater involvement in conservation.

Two significant opportunities exist for communicating messages about the value of heritage and its central role in our social and economic development. One is Ontario's Heritage Years (1991-93) which will mark the 200th anniversary of the legislative establishment of Ontario. These years provide opportunities to celebrate major milestones in the province's development and, in so doing, to reinforce those shared values and assumptions we need to guide us into the new century. The second is UNESCO'S Decade for Cultural Development, launched in 1988. Its central goal is to promote a new and more comprehensive understanding of the development needs of nations. The promotion of a new vision of heritage in Ontario can be given added impetus in light of this international initiative, to which Canada is a party and contributor.

Targeted promotions

In concert with broad promotional campaigns, specific audiences must be targeted. Examples include those in the private sector whose actions and decisions affect conservation: planners, developers, builders and renovators, and the legal and financial communities. Many individual heritage interests felt that efforts were needed to overcome negative or entrenched public attitudes. The Ontario Federation of Anglers and Hunters, for example, argued that promotional efforts were needed to combat assumptions about recreational hunting and fishing activity. Ministries and agencies whose programs use or affect heritage resources were encouraged to emphasize heritage issues in their own communications and public relations strategies.

Goal 2. To strengthen provincial government leadership in conserving Ontario's heritage

OBJECTIVE 2.1
To broaden participation in policy development

We must strengthen ongoing government consultation processes to ensure that provincial policies and programs remain responsive to changing needs and relevant to Ontario's diverse communities. The need for greater and more coherent consultation between provincial ministries and agencies and the municipal level on heritage policies and issues was consistently highlighted. Improved consultation will assist in the assessment of problems and needs, the formulation of policy, the design of programs, and the identification of opportunities for collaboration and partnership.

There is a need for continuing consultation with representative umbrella organizations and groups, over and above that already taking place in connection with specific issues. Regular consultation with representative provincial organizations will provide a continuing source of feedback and new ideas, input that is critical to strategic management and policy development.

The Natural Heritage League was suggested as a useful model in this regard. This loose federation of government and non-government agencies and organizations provides a regular forum for reviewing issues related to the conservation of natural heritage and a spring-board for co-ordinated problem-solving. As noted earlier, it was also suggested that MCC host annual policy forums involving government ministries and representative organizations.

OBJECTIVE 2.2
To make provincial heritage policies more sensitive to disadvantaged groups and communities

Groups and interests not previously involved or inadequately represented in heritage policy development must be brought into the system. These include groups such as the First Nations and those communities whose capabilities are limited by reason of their size or remoteness.

First Nations

First Nations want to see a more formalized consultation process to deal with their heritage conservation concerns. Representatives stressed the importance of clear lines of communication, both with respect to the broad development of heritage policies and programs and in connection with such important specific issues as burial grounds and archaeological excavations. Specific suggestions included:

- an annual forum or conference on First Nations heritage issues;
- a permanent liaison between First Nations and archaeologists;
- a First Nations advisory board of political and cultural leaders to be consulted by heritage organizations;
- aboriginal people's participation on local and provincial heritage boards and committees.

Appropriate mechanisms for consultation will permit the First Nations to raise and address important matters of substance related to their heritage.

Small communities

The vast majority of Ontario's communities are small, with populations under 25,000. However, they contain less than 30 per cent of the province's total population.

It was argued that government programs that assume alternative sources of matching funding and local support place undue hardship on small communities. Their small populations and correspondingly limited tax bases often cannot sustain programs and investment in infrastructure. Heritage matters often have a low priority on the civic agenda.

Northern communities

Small or isolated communities find it difficult to attract and retain professional heritage conservation practitioners. Archivists' groups noted that there are no full-time paid archivists in northern Ontario and no regional archivists' association. Quality of service and access to information for conservation are poorer as a result.

A different model of heritage conservation may be needed for the north – one that acknowledges the remoteness of communities, the limitations of local funding, and the special character of heritage resources, both natural and human.

Rural areas

Conservation in rural areas presents a similar set of problems. In many parts of the province the traditional rural countryside is being subjected to increasingly intense pressures from development.

Rural conservation is a complex and multidisciplinary endeavour, involving natural heritage protection, archaeological and architectural conservation, landscape design and management, and rural planning. It requires collaboration among municipal departments and provincial ministries, co-operation from the private sector, and techniques and arrangements that may differ from those common in urban settings.

OBJECTIVE 2.3
To strengthen conservation measures across government programs

There are over one hundred programs in fifteen ministries that conserve heritage resources. They have been developed to meet the specific needs of a wide range of government mandates and "businesses" and have emerged in the absence of clearly articulated overall conservation goals and expectations.

The public input noted inconsistencies in the way different ministries approached heritage conservation, revealing a lack of overall direction in the government's efforts. For example:

- there were no clear statements of the provincial interest in heritage conservation;
- different statutes (i.e. the Heritage Act, the Planning Act, the Fire Code, the Building Code) treat heritage resources in contradictory ways;
- standards for managing some important Crown-owned heritage resources were out of date;
- ministries sometimes acted at cross-purposes in giving advice and direction to municipalities concerning the conservation of community heritage resources;
- the Province was missing out on important opportunities to use heritage resources more effectively in education, in tourism, and in many aspects of community development.

It was also suggested that the Government of Ontario needed to find ways of bringing ministries and agencies together in forums that will promote communication, consultation, and co-ordination of decisions affecting heritage resources. Specific approaches suggested included a standing inter-governmental committee on heritage policy, increased use of inter-ministry working committees and working groups, and greater use of memoranda of understanding and protocols. An important recent step in this direction is the Memorandum of Understanding signed by the Ministry of Natural Resources and the Ontario Heritage Foundation regarding their respective roles in natural heritage conservation.

OBJECTIVE 2.4
To develop policies and standards for the conservation of Crown-owned heritage resources

The Government of Ontario has a proprietary interest in the vast majority, some 87 per cent, of the province's land and water base. Significant provincial heritage properties and sites are conserved and developed through:

- various statutes, such as the Historical Parks Act, the Conservation Authorities Act, and the Niagara Escarpment Planning and Development Act;
- planning instruments, such as the Niagara Escarpment Development Plan;
- approaches such as the provincial parks program, the Ontario Heritage Foundation's trust programs, the Niagara Parks Commission, and the St Lawrence Parks Commission.

Submissions urged the Province to "lead by example" in the treatment and use of the heritage resources owned by the Crown. Some observed that ministries and agencies do not always act in a consistent manner in determining heritage conservation values and impacts. The Province was encouraged to develop government-wide standards for heritage conservation.

Other suggestions for strengthening provincial leadership by example include:

- adopting a policy for the adaptive reuse of heritage properties as government offices and work spaces;
- developing a long-term capital maintenance program for publicly owned heritage properties;
- establishing standards for conservation, collections management, research, education, and training in government-owned historic sites and operations;
- improving the management of government records and information, including identification and preservation of official records of historical value;
- continuing and strengthening co-operative conservation initiatives through the Natural Heritage League with the involvement of such government ministries and agencies as the Ministry of Natural Resources, the Ontario Heritage Foundation, and the Niagara Escarpment Commission.

OBJECTIVE 2.5
To develop a register of provincially significant heritage resources

Many submissions recommended that the Province develop a comprehensive inventory or register of provincially significant heritage resources. Such an instrument is seen as critical to the overall planning and management of important heritage resources. A register would allow the Province to identify priorities, apply protective measures, and offer incentives for the conservation of key properties or sites. It will also indicate to municipalities which resources in their communities are of provincial importance.

While much has been done in the natural heritage area, there are no comprehensive, easily accessible inventories of cultural heritage. However, various ministries do maintain registers of such provincially controlled heritage resources as bridges, government buildings, designated properties, and archaeological sites, as well as historically valuable government records.

OBJECTIVE 2.6
To foster and promote the conservation of the province's intangible heritage

Many submissions to the Review argued that recognition and support for the conservation and development of Ontario's intangible heritage resources have tended to lag behind the more familiar aspects of conservation – building preservation, artifact treatment, and nature conservancy. Consequently there is much "catch-up" work to be done. In the same way that archaeological and architectural conservation was assisted by deliberate provincial measures in the 1970s, the Province is now being called upon to support and promote conservation activities in the realm of intangible heritage.

Folklife

Ontario's intangible heritage of folklife and folk culture represents a rich and untapped resource for the communication of ideas, for understanding our diverse traditions, customs, and values, and for celebrating our common culture. The study, interpretation, and celebration of this intangible heritage takes many forms and embraces a variety of disciplines. Some examples include:

- recording songs and folktales sung and narrated by our elders;
- re-creating traditional work skills and techniques;
- collecting dance notes, folk music, costumes, books, and materials related to Ontario folk dance traditions;
- developing apprenticeship programs in the living and traditional arts;
- documenting the cultural landscapes of Ontario communities – the characteristic sights, sounds, dialects, and patterns of daily life.

Folklife and folk arts organizations, ethnocultural associations, historians, and archivists have pointed to a particular need for research to refine taxonomies of intangible heritage resources and for surveys of the approaches, techniques, and achievements of groups and individuals active in intangible heritage conservation. The Ontario Folklife Centre at York University was pointed to as a possible "lead agency" to help examine and meet these and other needs. The appointment of a provincial folklorist was another suggestion made to draw attention to this important emerging area.

It was argued that our custodial institutions might, with adequate support, do more to compile, analyse, reconstitute, document, and interpret our intangible heritage. Organizations and disciplines whose activities encompass intangible heritage must also be represented in heritage policy development.

Arts Heritage

Several briefs drew attention to the neglected area of "arts heritage." In the twenty-five years since the establishment of the Ontario Arts Council, priority has been given to supporting and fostering excellence in artistic expression. Some argued that the focus on creative expression, while highly commendable, had resulted in much less attention being given to documenting and preserving this important artistic and cultural legacy. Ontarians need records of our achievements in the arts to nourish and stimulate artists and audiences alike.

Performing and visual arts groups were called upon to direct increased attention to their conservation responsibilities. Funding bodies were urged to recognize the expense associated with preservation activities through increased support. Local heritage organizations – museums, archives, historical societies – were seen as potential sources of assistance and expertise to arts groups on conservation matters.

OBJECTIVE 2.7
To develop strategies to protect and manage archaeological remains

Many submissions spoke about conservation of archaeological resources. Specific concerns were expressed about licences for archaeological fieldwork, the impact of development pressures on archaeological remains, and the preservation of archaeological collections.

Licensing

Ontario has licensed archaeological fieldwork since 1975. Licences are issued by MCC on the advice of the Ontario Heritage Foundation.

Numerous suggestions were made for improving the licensing process:

- the criteria for licenses need to be re-examined;
- the existing process does not give adequate regard to effects on corporate-sector activities;
- some concern was expressed about implications for licensing of a more "arm's-length" status for the Ontario Heritage Foundation.

In light of developments in the practice of archaeology and changes in the roles and powers of the players involved, an overall review of the purpose and process of archaeological licensing, informed by input to the Review, is needed.

Protection of Artifacts/Collections

Public submissions called on the Province to clarify ownership of and responsibility for archaeological artifacts, particularly those of native origin. At present such objects may be subject to competing claims under common law and to disposition without regard for the public interest in such resources or the special interest of native communities.

It was suggested that Ontario follow the lead of most other provinces in ascribing ownership of such objects to the Crown; custodians would then hold such material as trustees for the public, with certain responsibilities for its conservation, subject to the Province's ultimate control.

This issue reflects the concern that artifacts and records should be properly stored in suitable repositories, well maintained and accessible to scholars and the public. There is a fundamental and urgent need to make better provision for the storage, curating, and use of archaeological collections.

Archaeological Resources and Development Projects

Since many archaeological sites are underground, development projects frequently threaten to destroy archaeological features. There can be costly delays for developers while the importance of the remains is assessed and, where necessary, while salvage excavations are carried out.

Increasingly, developers in both the public and private sectors attempt to assess the possibility that there may be sites in the area of a proposed development. Even where studies have been done and sites identified, there may not be the flexibility in construction and design necessary to avoid damage to important archaeological features. It may be necessary to conserve archaeological information through salvage excavations.

The Review heard two types of concern about salvage excavation.

- Developers often look to the Province or to municipalities to share the cost of salvage.
- Archaeologists are themselves interested in financial assistance for salvage excavation, to ensure that there is enough money to do a proper job.

Archaeologists argued for the establishment of minimum standards to govern salvage excavations, artifact analyses, and reporting, to ensure that as much information as possible is recorded before a site is destroyed.

Since excavation both destroys remains and creates a continuing responsibility to maintain collections, there is a strong interest among archaeologists in minimizing emergency excavations. There is an interest in approaches such as:

- educational outreach to developers, to enhance their ability to conserve archaeological remains with minimal impact on development projects;
- increasing the extent to which development planning processes under the Planning and Environmental Assessment acts identify potential impact on archaeological resources early enough to make it possible to avoid damage;
- increasing the role of the Ontario Heritage Foundation in the identification and preservation of important archaeological sites, through acquisition or other means.

OBJECTIVE 2.8
To develop a strategy for conserving marine heritage

Submissions told of growing pressures on underwater heritage resources – shipwrecks, submerged prehistoric sites, abandoned harbours, and harbour structures. Increased recreational diving and advances in exploration technology may threaten these resources.

Jurisdiction over these resources is fragmented among a number of provincial and federal agencies. Federal legislation dealing with shipwrecks is concerned with regulating the relationships between salvors and owners rather than with protecting historic shipwrecks. Marine heritage is not specifically mentioned in provincial heritage legislation, and resources tend to lie on generally inaccessible, submerged Crown lands.

Public submissions called for a number of initiatives to address marine heritage conservation needs:

- discussions with the federal government aimed at clarifying responsibilities;
- recognition of these resources in provincial heritage legislation;
- development of a cross-government policy on conservation;
- development of techniques for enforcing protective legislation;
- promotion of conservation through the educational system, the tourism industry, and outdoor recreation.

OBJECTIVE 2.9
To develop a strategy for conserving unmarked and historic cemeteries

Cemeteries are important heritage resources, the value of which is being neglected, to our loss. It was suggested that specific measures be implemented in both the Cemeteries and Heritage acts to ensure their identification and preservation as resources of heritage value.

Historic cemeteries/markers

Many of the province's historic cemeteries, gravestones, and monuments are deteriorating and disappearing because of forces such as vandalism, development, pollution, and acid rain.

In addition to their historic, architectural, and landscape interest, cemeteries have a deeply personal and symbolic value. They contain a wealth of information about social customs, traditions, and beliefs and provide vital genealogical and demographic records. In view of this, the Ontario Genealogical Society is undertaking a province-wide voluntary program to record and document inscriptions on all gravestones in Ontario, often in a race against time.

Unmarked burials

Many submissions looked at the controversy surrounding the treatment of unmarked burials in the province. There are many unmarked cemeteries in Ontario, most of them the burial places of our prehistoric and early historic native peoples. Since these cemeteries tend to be inconspicuous, they are often discovered through such activity as new construction. Alternatively, they may be the subject of scientific interest, as in an archaeological excavation.

The First Nations insist that these burial places should be respected and not disturbed. Where disturbance is unavoidable, human remains should be moved only after consultation with the appropriate native community, and then should be moved to a new place of burial. Aboriginal people find anything else deeply offensive and spiritually threatening.

Scientists in archaeology and osteology argue that human remains are an important source of information about the past. Therefore, when human remains are exhumed, it should be done through scientific excavation, and there should be a scientific record made of the physical and cultural characteristics of the remains and their settings. The scientific community advocates the disposition of human remains in some type of repository that preserves them respectfully but also permits access for further study as appropriate.

Goal 3. To empower Ontario's communities to undertake high-quality heritage conservation

OBJECTIVE 3.1
To empower municipalities to develop comprehensive policies for community heritage conservation

Since the Ontario Heritage Act was proclaimed in 1975, responsibility for heritage conservation in Ontario has been shared between the Province and local communities.

Both the Ontario Heritage Act and the Planning Act give municipalities powers for preserving built and other immovable heritage resources. Under the Municipal and the Archives acts, municipalities may play a role in preserving movable heritage resources and in providing public access to all forms of heritage through establishing and operating parks, museums, archives, and the like.

Under the Ontario Heritage Act and the Archives Act, as well as fourteen other pieces of legislation, the Province itself has responsibilities for conserving movable and immovable heritage resources. In addition, the Province is expected to set broad directions for heritage conservation and to facilitate local conservation efforts through various forms of technical and financial support.

Submissions argued that the provincial-municipal partnership needed to be reassessed and strengthened in various ways. Municipalities must play more comprehensive roles in conserving and developing community heritage resources, within the broad context of their responsibility for community planning and for infrastructure development.

Broadened municipal role

The Ontario Heritage Act empowers municipalities to designate buildings and conservation districts but the Province alone to designate archaeological sites.

Numerous municipalities have expressed an interest in designating archaeological and natural heritage sites as well as built heritage resources. Indeed, the Planning Act directs municipal authorities to consider the provincial interest in archaeological sites in land-use planning matters. As noted, the Municipal Act empowers them to acquire and operate museums, natural history collections, and parks.

New heritage legislation must clarify the role and responsibilities of municipalities (including Indian bands) with respect to heritage conservation. Municipal attention should be directed to the full range of community heritage resources, and conservation concerns must be integrated into municipal planning and decision-making on social, economic, cultural, environmental, and land use questions.

Concern was also raised that regional-level governments had no clear mandate or direction with regard to heritage conservation. As a result there is a risk that regional planning and other activity may ignore or override local heritage concerns. A complementary and co-ordinated system of local and regional responsibilities and powers is needed.

Broadened activities for municipalities

Municipal governments were urged to play a greater stewardship role with respect to the valuable, non-renewable heritage resources in their communities. It is not enough to respond on an ad hoc basis to the threatened loss or destruction of resources.

A commitment to heritage conservation at the community level requires that certain steps be carried out in anticipation of both threats to heritage and opportunities for integrating conservation into social and economic life. These include:

- conducting inventories and assessing the potential of community heritage resources, including human and organizational resources;

- developing policies and strategies for the conservation and development of heritage resources that take into account their role in education, tourism and recreation, business development, community revitalization, infrastructure planning, and cultural development;
- setting priorities that reflect community needs and preferences;
- designing and managing programs and incentives, including public education and promotion of heritage opportunities.

Many communities are caught up in the first and the fourth of these activities, attempting to identify heritage resources and opportunities and to operate programs, in the absence of explicit policies or strategies to guide their efforts. The processes of policy development and comprehensive planning for heritage conservation are still vastly underused. This is true both at the local level and at the upper-tier (regional, district, or county) level.

Municipal archives/ museums/ trusts

The conservation of some forms of local/regional heritage resources may require creation of appropriate custodial facilities or trust bodies to hold, manage, and undertake research into heritage resources. It was suggested that new heritage legislation give municipalities clear authority to establish, operate, and/or fund appropriate custodial institutions (museums, archives, property trusts, and so on) concerned with protecting, interpreting, and providing access to community/regional heritage resources.

Local involvement in matters of provincial property

A frequently voiced concern was that properties owned by the Province (and the federal government) were not legally subject to designation and that changes to such properties were sometimes made without community involvement. These sites – courthouses, provincial institutions, and so on – often constitute local resources of landmark or other significance.

Calls were heard for means of acknowledging the community's interest in such sites, including local consultation on decisions affecting their future. MCC, working with the Ministry of Government Services, has already taken some steps in this direction in the case of MGS-owned properties.

OBJECTIVE 3.2
To strengthen forums for advising local government

Under the Ontario Heritage Act, a municipal council may establish a local advisory committee (local architectural conservation advisory committee) to assist the council with heritage property designations.

LACACs have been a great success. They have been established in 190 of Ontario's largest communities. They have helped to preserve close to 3,000 important heritage structures and to educate Ontarians about heritage conservation.

In some centres, LACACs have largely accomplished their initial purpose of designating key buildings. However, as the municipal role in heritage conservation becomes more complex, councils more than ever require assistance and advice on heritage matters. It is necessary to re-examine the role of local advisory committees and strengthen them by clarifying their purpose and giving them better support.

Heritage advisory committees

Role: In line with expanded understandings of heritage and heritage conservation, there were many calls for a wider role for heritage advisory committees in such activities as the identification, protection, and promotion of a broader range of heritage resources at the local or regional level.

LACACs themselves have begun to take on such operational responsibilities as public education, fund-raising, marketing and promotion, grant administration, and student hiring, in addition to the research, planning, case preparation, and negotiation required in designation matters.

There were two broad suggestions about future directions for community heritage bodies:

- The mandate of advisory bodies might be extended to include advising councils on a much wider range of heritage resources – immovable, movable, and intangible. Extension into the area of natural heritage raises the issue of a possible relationship with ecological and environmental advisory committees (EEACs).
- Community heritage boards or councils might be established, responsible for such functions as:
  - co-ordination of local heritage activities and programs;
  - co-ordination of advocacy efforts;
  - disbursement of public funding to local organizations.

The establishment of a co-ordinating or umbrella body for local heritage interests poses the issue of the relationship between such a body and municipal government. Some suggested that direct links were needed, on the model of municipal recreation committees reporting directly to councils. Others felt that heritage boards or committees needed to be at arm's length from local government, and pointed to such models as community arts councils and library boards.

Composition: The composition of heritage advisory bodies was the subject of debate. Some believed that they should be composed exclusively of representatives of the various local heritage interests or organizations. Others felt strongly that they must reflect a wider range of community interests, such as local business and the development industry.

Broadening the representation on advisory bodies, it was argued, would increase public confidence, particularly on the part of the corporate sector, in designation and related planning processes. Wider participation was thought to be mandatory if conservation concerns were to move off the margins and into the centre of community development considerations.

Stronger direction and support: It was widely agreed that heritage legislation should be more explicit and specific in prescribing the responsibilities of community heritage bodies, as is the case with library boards, for example. This would provide direction and establish common expectations concerning the function of such bodies.

Currently many LACACs have little or no operating funding. Without adequate and reliable operating support they cannot be expected, on a volunteer basis, to do the work that might otherwise be done by municipal departments. Representatives of many LACACs spoke of volunteer "burn-out" as a real and pressing problem that could undermine and set back community conservation efforts.

OBJECTIVE 3.3
To integrate heritage conservation into regular processes of local/regional planning

If a single theme runs throughout the consultation and discussions regarding the municipal role, it is that heritage conservation must be integrated far more effectively into all aspects of community planning. The marginalization of heritage affects community pride and cohesiveness, economic growth, and social and cultural development.

Suggestions for integrating heritage conservation into community planning are of such a variety as to suggest that a multi-level approach will be more fruitful and constructive than any single method. These suggestions include:

- formalizing the link between heritage conservation and municipal planning with a policy statement on heritage under the Planning Act;
- incorporating heritage conservation objectives into official plans to provide a framework for the application of land-use planning mechanisms and incentives;
- developing local and regional-level heritage conservation master plans for both cultural and natural heritage;
- making better use of existing planning tools, such as zoning incentives, transfer of development rights, and preferential consideration for historic and heritage building projects.

OBJECTIVE 3.4
To improve the mechanism of municipal designation

The weakness and limitations of the Ontario Heritage Act were among the most common concerns expressed to the Review, particularly its provisions for municipal designation of individual properties and districts.

Municipal designation

Scope: At present, municipal designation is restricted to property of architectural or historical interest. Consistent with a broadened definition of heritage resources, the extension of municipal designation powers to such other types of heritage sites as gardens, cemeteries, and natural and archaeological sites was widely urged. Such changes would affect both individual site designation and district or area designation.

Powers: Most submissions argued that designation is essentially a land-use planning tool, similar to zoning. According to this model, existing municipal designation powers are anomalous and are inadequate to protect designated property. In particular, the provision allowing for demolition of designated buildings 180 days after council has refused an application to demolish has come under continual criticism. It would be more consistent with the current planning process if municipalities made final decisions on alteration and demolition requests, subject to appeal to an impartial authority.

Existing heritage designation carries with it no requirement that the owner maintain the property and no municipal authority to compel maintenance where a property has fallen into disrepair. Submissions indicated that this loophole permits destruction of designated buildings through neglect and called for municipal powers to enforce a reasonable standard of maintenance.

Process: In light of proposed changes to designation powers, many submissions sought procedural safeguards for private property rights. Others called for greater public participation in the heritage designation process, similar to that available with respect to municipal planning decisions under the Planning Act, 1983. Many suggestions were heard for streamlining and simplifying designation procedures.

Recognizing that heritage properties may be of different degrees of importance, and that designation typically involves consultation and negotiation with owners, some suggested a more flexible designation system. In particular it was proposed that the Province give legal recognition to the "listing" of property, now practised unofficially by some municipalities.

Bringing municipal designation into line with mainstream planning processes would include giving those affected by municipal decisions an effective avenue of appeal. Submissions called for a review body with binding decision powers (unlike the present Conservation Review Board, which is advisory only). It was variously suggested that a strengthened CRB or the Ontario Municipal Board perform this role. Such a mandate would have major implications for either body.

Enforcement: There was widespread consensus that the current penalty provisions of the Ontario Heritage Act were inadequate and did not provide a meaningful deterrent. The procedure for the prosecution of infractions – requiring that municipalities obtain the prior consent of the minister – was criticized as needlessly paternalistic. The updating of such provisions would provide an opportunity to bring both penalties and procedures in line with other provincial legislation.

OBJECTIVE 3.5
To empower municipalities to offer inducements

To complement regulatory tools such as designation, and to improve the overall climate for heritage conservation activity, many submissions sought greater use by municipalities of incentives for private and corporate initiative.

Such inducements by municipalities could take a number of forms:

- grant or loan programs for conservation projects;
- property tax incentives, such as tax rebates for designated properties;
- use of land-use planning mechanisms to assist in realizing conservation objectives, such as density bonuses and the transfer of development rights;
- special consideration for heritage projects in the application of building and fire codes and in the granting of other municipal approvals;
- advisory services to owners or custodians of heritage resources.

Under the Ontario Heritage Act, municipalities may make grants and loans to the owners of a designated property. Consistent with broadened municipal involvement in conservation, there is a call for greater latitude and flexibility in municipal financial and other assistance to private conservation activities.

OBJECTIVE 3.6
To broaden the role of community custodial institutions

A wide range of comments dealt with the needs and opportunities facing community-level custodial institutions – museums, art galleries, and archives. The Ontario Heritage Act's emphasis on the conservation of immovable heritage resources, it was argued, has diverted attention, energy, and funds from organizations and institutions charged with conserving movable heritage collections – artifacts, objects, and documents.

This is not to deny that much has been accomplished. Indeed, considerable pride was expressed at the emergence of a strong network of community museums, second to none in the country. Praise was heard for the national leadership shown by MCC in the development of museums standards and for the exemplary services and programs of such organizations as the Ontario Historical Society and the Ontario Museum Association in support of the province's community museums.

Concern was expressed that the efforts and resources of custodial institutions have been concentrated on collecting and preserving. The relatively recent establishment of many heritage institutions and a resulting preoccupation with collections development and internal organizational issues may account for these priorities. As a result, less energy and fewer resources have been available for the equally important activities of interpretation, education, and outreach.

As noted earlier, interest was expressed in the emerging ecomuseum concept. Rather than the traditional view of the museum as a building housing collections, the ecomuseum movement sees the land and the community as a living heritage to be conserved and developed in situ. Museum staff and volunteers become facilitators and animators to the community at large in identifying, preserving, interpreting, and fostering community use of local heritage resources.

Ontario's custodial institutions could become important players in community planning and development. In addition to their roles as centres for learning and recreation, they are the repositories of many documents and collections needed by governments and local authorities, heritage organizations, and the general public. These advantages, together with their physical facilities, place custodial institutions at the very heart of community heritage development.

OBJECTIVE 3.7
To increase support for archives

One submission referred to archives as the "forgotten cousin" of custodial institutions in the province. Submissions argued that Ontario must recognize archives as an important public resource requiring strong public support. Per capita funding for archives in Ontario is the lowest in the country. Without adequate community and provincial support, Ontario's archives have been unable adequately to preserve and provide access to the historical records of numerous community, ethnocultural, business, labour, religious, educational, cultural, and government organizations. Such records are vital to our understanding of the past.

The Ontario government's own permanent records fall within the mandate of the Archives of Ontario, which is governed by the Archives Act. That legislation, passed in 1923, is outdated, and the archival provisions in other legislation (such as the Municipal Act and the Education Act) should be strengthened.

The needs of Ontario's archives are particularly worrisome given the increased demands for accessibility resulting from the Freedom of Information and Protection of Privacy Act, 1988. Access to information cannot be provided unless it has been adequately identified and preserved. The pending extension of this

legislation to municipalities and their agencies raises enormous challenges for communities with inadequate records management and archival support systems.

There is, however, evidence of positive change. The Archives of Ontario has embarked on a long-term revitalization program to improve identification and preservation of provincially significant archival records and public access to them. It is also reviewing, and developing proposals to amend, the Archives Act, in consultation with other groups.

As well, the Ontario Council of Archives in 1988 produced a landmark study, *From Warehouse to Powerhouse: Towards an Archival System in Ontario.* Based on an extensive needs survey, the document sets forward a development strategy involving local and regional archival institutions, the archival profession, representative associations, all levels of government, and the private and volunteer sectors. It provides an excellent and comprehensive guide to the development of this sector.

OBJECTIVE 3.8
To improve the financial support of custodial institutions

Repeatedly submissions argued that important heritage conservation activities were seriously under-funded. Representatives of community custodial institutions – museums, art galleries, and archives – argued that they did not have the financial resources to operate at a reasonable level of effectiveness and competence.

Addressing these financial needs will require more than an increase in overall government funding. Broadening the base of financial support for these facilities must be undertaken in a number of ways:

- by having provincial and municipal governments re-examine their current funding partnerships;
- by stimulating private-sector investment in heritage conservation;
- by enhancing marketing and promotion;
- by encouraging institutions to maximize the impact of financial resources (e.g. through sharing facilities and expertise and through joint marketing).

Operating needs

Unquestionably the most serious obstacle facing all custodial institutions in the province is the lack of a stable and predictable base of operating support.

Provincial operating grant programs exist (separately) for community museums and art galleries, but not at all for community archives. The lack of this provincial "seal of approval" makes it difficult for local archives to argue their case to municipal governments or potential private-sector supporters.

Unlike many jurisdictions, Ontario approaches the funding of custodial institutions through separate funding channels. We have not established a formula for joint provincial-municipal funding of these facilities, as we have for public libraries.

Sharing resources/facilities

Many submissions indicated that custodial institutions were looking for opportunities for synergy, partnerships, and resource sharing.

Ontario's custodial institutions share many interests and needs. Common to museums, art galleries, and archives, as well as libraries, are concerns for:

- better conservation facilities and services to treat deteriorating collections;
- environmentally controlled collections storage;
- automated information networking;
- development of professional and operational standards.

Representatives of custodial institutions expressed strong interest in developing collaborative approaches to addressing these concerns.

A systematic approach to the funding of custodial institutions should recognize the integral role of museums, archives, and art galleries in the system of heritage conservation and development in the province. Opportunities for enhanced co-operation and resource sharing among institutions and organizations should be explored. Ways and means of bringing the combined resources of provincial and municipal governments and the private sector to bear more effectively on the development of this sector must be examined.

Goal 4. To stimulate private-sector involvement in conserving and developing Ontario's heritage

OBJECTIVE 4.1
To provide greater incentives for heritage conservation

We must promote and market heritage investment opportunities more effectively, balancing the use of restrictions with greater emphasis on positive inducements, particularly in historic and heritage building rehabilitation.

The exploration of possible inducements should involve representatives of the building and renovation industries, property owners, and developers, as well as Ontario municipalities.

Tax measures

Of particular concern is an apparent bias in the tax system favouring new construction and making renovation and reuse of existing buildings a less economically desirable and less competitive alternative. Valuable heritage resources are being lost, along with opportunities for capitalizing on their tremendous potential.

In the absence of federal or provincial tax incentives for historic and heritage building rehabilitation Ontario is losing out on the kinds of benefits that are being realized in the United States under its Tax Reform Act. Large-scale investment in building rehabilitation has been stimulated by investment credits available under that act, resulting in significant job creation, a major increase in the supply of rental housing, and the revitalization of neighbourhoods and downtown areas.

The Conservation Lands Tax Rebate in Ontario was cited as a model. This program provides an annual grant amounting to 100 per cent of property taxes paid to property owners who protect important classes of natural heritage, such as wetlands.

Non-tax inducements

While tax measures were widely supported, other financial and non-financial approaches may be just as desirable and effective in stimulating private investment. These might include:

- promotion of rehabilitation in municipal official plans;
- zoning incentives and transfer of development rights;
- preferential hours of opening and other kinds of preferential treatment;
- joint ventures and other measures to increase the availability of venture capital.

OBJECTIVE 4.2
To promote partnerships with the private sector in heritage conservation

There is strong interest in enhancing the role of the private sector, both individuals and corporations, in heritage conservation and development.

Particular interest was expressed in making conservation of immovable heritage more of a collaboration with the corporate sector. The success of Main Street redevelopment programs has shown how heritage conservation partnerships among business, local government, and heritage groups can increase property values, retail revenues, employment prospects, and municipal tax bases. Others stressed that promoting investment in heritage facilities and programs could enrich communities through tourism development.

Numerous submissions spoke of the importance of the private and corporate sectors as supporters of heritage conservation through donations. Some felt that changes to the Income Tax Act have undermined the attractiveness of donations.

OBJECTIVE 4.3
To promote private stewardship of immovable heritage resources

Many submissions stressed that individual property owners can be stewards of immovable heritage resources. Initiatives such as the Conservation Lands Tax Rebate and the Landowner Contact Program of Carolinian Canada were held up as useful models for encouraging private stewardship.

Local and regional trusts, along the lines of bodies in New England, were identified as potentially valuable agencies for conserving heritage properties. In particular it was urged that trusts and other conservation organizations be given the power to sign heritage easements with property owners. These are agreements conferring a special form of legal protection and are often seen as a satisfactory alternative to acquisition of the property. At present only the Ontario Heritage Foundation and municipalities are clearly empowered to enter into easements that may be registered against title to real property.

Submissions pointed out that many conservation groups, particularly those concerned with protecting locally significant sites, could benefit from the wider availability of the easement device. It was also suggested that such groups might help monitor easements held by other bodies.

OBJECTIVE 4.4
To develop a province-wide tourism development strategy to capitalize on the potential of Ontario's community heritage resources

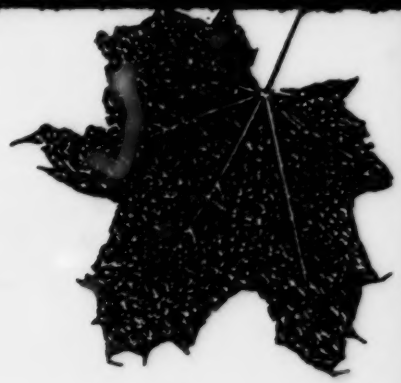
Ontario's heritage resources attract visitors to the province and enrich the tourist experience. One need think only of the popularity of such well-known historic sites as Upper Canada Village and Sainte-Marie-among-the-Hurons, of custodial institutions such as the Royal Ontario Museum and the Art Gallery of Ontario, of historic communities such as Kingston and Niagara-on-the-Lake, and of the natural beauty of the Bruce Trail and our many parklands and waterways.

Many lesser-known but important heritage resources offer significant tourism potential. They are uniquely "Ontarian" and as diverse as archaeological sites, shipwrecks, conservation areas, community museums, and historic streetscapes. Many are not found in large urban centres but make up the combined natural and cultural attractions of small towns, rural areas, and regions.

There are limits to the ability of small communities, given the more modest scope of resources and heritage facilities, to market and promote themselves as visitor attractions, even when they stand to gain economically from greater tourism. At the same time, increased visitor traffic can pose problems for communities without adequate tourist facilities. The unplanned use of heritage resources solely for tourism can decrease contemporary enjoyment and inhibit long-term conservation.

The Province has been urged to pay greater attention to the tourism potential of its heritage, but in a way that is sensitive to local communities and conservation goals. This might take the form of:

- strengthened regional heritage tourism promotion, using strategies such as those currently being piloted by Heritage Canada;
- a province-wide systems plan for heritage tourism;
- aggressive promotion of the tourism potential of "small-town Ontario";
- special assistance for tourism development of designated routes and areas;
- support for community heritage institutions and organizations in promoting tourism through displays, brochures, walking tours, and so on;
- promotion of heritage sites, facilities, districts, and areas through enhanced highway signage and on maps and in travel publications.



Goal 5. To guarantee Ontarians access to high-quality heritage information and research

OBJECTIVE 5.1
To encourage Ontario's colleges and universities to develop courses and programs in the various heritage professional disciplines

Submissions regretted the lack of formal post-secondary and graduate-level programs in the heritage disciplines at Ontario's universities and colleges. The lack of programs and courses limits not only the choices available to Ontario students in the heritage professions but also the supply of trained, qualified practitioners in the market-place.

Specific suggestions for the introduction of courses and programs focused on:

- heritage resource management, planning, and administration at the municipal level;
- architectural conservation and restoration;
- graduate-level archival studies;
- graduate-level archaeology programs, especially in northern Ontario.

The lack of emphasis on heritage conservation in such existing university and college programs as architecture and urban or regional planning is of equal concern. The integration of heritage conservation into related fields of study is essential to a fuller appreciation of heritage as a factor in community development and revitalization.

OBJECTIVE 5.2
To promote pure and applied research in the heritage field

Ongoing research is essential to the advancement of knowledge. Despite the growing importance of the heritage sector, few channels exist for research and development in the field. Requirements include:

- pure and applied research to strengthen the professional/ technical bodies of knowledge necessary to conserve and develop heritage resources effectively;
- innovative pilot projects designed to maximize public participation and establish new partnerships between public and private sectors;
- public policy research aimed at integrating heritage considerations into broader issues of social and economic development.

The existing expertise of university faculties across the province was frequently stressed. Research institutes or multi-disciplinary centres of excellence were among the additional resources proposed.

OBJECTIVE 5.3
To improve access to heritage information

Individuals and organizations involved in heritage conservation are both consumers and creators of information. A strong theme emerging from submissions is that information flow both to and from the heritage sector must be improved. Suggestions ranged from the most basic (improving access to information on government programs) to the most complex (seizing the opportunities presented by interactive videodisc technology to increase public access to heritage collections).

Information needs generally fall into two categories: collections-based and professional/technical.

Collections-based information

Strategies and approaches for developing and disseminating information on heritage collections include:

- enhanced support for collections research;
- collaborative automated collections management strategies for custodial institutions (museums, art galleries, archives, libraries);
- enhanced on-line public access to heritage collections.

The challenge facing heritage organizations and institutions will be to improve information management and enhance public access to heritage collections at a time of public-sector financial restraint. Given the expense involved in establishing and operating complex information systems, heritage institutions must build partnerships and co-operative ventures as a means of sharing costs, ideas, and approaches.

The Ontario Museum Association's Trillium Network, a province-wide heritage information network, is a pioneering effort. Its success suggests opportunities for more dialogue and collaboration among museums, archives, art galleries, and libraries regarding information needs and opportunities.

Professional/technical information

Many suggestions were made about increasing access to crucial professional/technical information, for example:

- a centralized clearing-house for information on government programs, resource people, and so on;
- an on-line bibliographical and/or abstracting service for research reports and other data on conservation practices and techniques.

OBJECTIVE 5.4
To increase training support for local heritage advisory committees, municipal councillors, and staff

As in other fields of municipal administration, heritage programs and planning for heritage conservation and development require sound technical knowledge and managerial capability.

Some municipalities have begun to hire heritage development officers, planners, and co-ordinators. Many municipalities, whose needs and resources might not justify such staff, rely on the advice and assistance of their volunteer advisory bodies.

Training programs must be developed at the municipal level.

- Municipal decision-makers need orientation toward and education in heritage issues.
- Lay members of advisory bodies need strengthened, continuing training in the heritage disciplines and in heritage resource management.
- Technical and planning staff of municipalities require professional development and skill upgrading.

OBJECTIVE 5.5
To develop mechanisms to improve community access to heritage conservation expertise

Ontario boasts a network of some 1,800 heritage organizations and institutions spread throughout the province in both large urban centres and in rural and sparsely populated areas. This represents an extraordinary source of professional/technical assistance and expertise. However, it is a major challenge to mobilize these resources so as to ensure province-wide access to needed technical and professional services and expertise.

Custodial institutions in remote areas, and small institutions generally, face particular hardships in gaining access to advisory services and programs. Staff members can often not afford the time or the expense of travelling to workshops and seminars, nor is there always enough work to justify in-house specialists. The limited availability of conservation laboratories and services in the province is of special concern.

Municipal representatives and LACACs have pointed to a particular problem: locating and securing advisory and consulting services in such matters as architectural planning and restoration, heritage conservation and archaeological master planning, heritage property review and assessment, and fund-raising.

A number of initiatives such as referral services, speakers' bureaux, and directories of services have been undertaken by provincial umbrella organizations. Other possible approaches to be considered include:

- providing advisory and technical services through regional museums or regional heritage centres;
- placing heritage consultants in MCC regional offices;
- establishing regional, county, or district-level heritage offices to serve area municipalities.

APPENDIX 1

The Review Process

Launched in February 1987, the Ontario Heritage Policy Review began with the release in April 1987 of *Heritage: Giving Our Past a Future*, a discussion paper, which acted as a trigger for public participation in twenty-six public meetings across the province. Individuals and organizations were asked to give their ideas and opinions on the definition and importance of heritage, on how new communications technologies could be harnessed to record and increase access to our heritage, on whether the current divisions of responsibility between various participants are the most effective, on the role of tourism in conservation, and more.

The first round of hearings and submissions (phase I) was designed to solicit a broad range of comment. It did. In fact, the number and range of participants exceeded expectations, providing many proposals for legislative improvements and for policy and program development. The findings of phase I were published in the *Summary of Public Submissions* in April 1988.

The Review received in total 250 written submissions from individuals and organizations representing a remarkable cross-section of the province.

There were three main areas of agreement:

- Heritage conservation is essential to our quality of life in Ontario and deserves higher public profile and commitment.
- More can and must be done to conserve and develop our heritage as a resource in our individual and collective lives.
- There are serious gaps and inconsistencies in existing legislation, in the definition and division of responsibilities, and in availability of resources. This has resulted in uneven levels of achievement and, in some cases, irrevocable losses.

In September 1988, the Review embarked on a second round of consultation (phase II) with some thirty-five provincial organizations (most of which had contributed to the first round). Phase II was prompted by the review and analysis of issues and ideas harvested the previous year. It provided more specific directions on the development of a broad policy framework and on needed legislative and program changes. These meetings also strengthened the commitment on both sides to effective partnerships between government and non-governmental organizations.

The final phase of consultation (phase III) involved an extensive review of conclusions with other government ministries and agencies. Consistent with the cross-government mandate of the Review, these consultations were aimed at ensuring that the policy framework and proposed legislative and program directions could assist the government as a whole in achieving its goals and strengthening its general approach to heritage matters.

APPENDIX 2

Heritage Conservation in Ontario

Popular demand and official measures to record and celebrate Ontario's history can be traced to the early nineteenth century. The first piece of legislation, an Act of Parliament in 1817, provided for a monument to General Sir Isaac Brock at Queenston Heights.

From the late 1880s on, a series of genealogical, historical, and antiquarian societies emerged, culminating in 1888 with the founding of the Pioneer Association of Ontario (later the Ontario Historical Society). In 1893, the Government of Ontario established Algonquin Park as Canada's first provincial park. Important custodial institutions were soon established as well: the Art Gallery of Toronto (later the Art Gallery of Ontario) in 1900, the Bureau of Archives (later the Archives of Ontario) in 1903, and the Royal Ontario Museum of Archaeology (later the Royal Ontario Museum) in 1912.

Public interest in conservation increased steadily after that. Hundreds of architectural, historical, and museum societies were founded. Following the Second World War, in response to escalating development, the movement suddenly grew extensively in many directions, particularly in architectural, archaeological, and natural heritage conservation. In 1953 a heritage program was established under the Archaeological and Historic Sites Protection Act.

In 1967, as one of its centennial projects, the Government of Ontario created the Ontario Heritage Foundation; many Ontario communities developed their own local museums or undertook building restorations. Heritage activists began to find common cause with those concerned with environmental issues. Various ethnocultural groups became concerned with the preservation of their Ontario heritage. Unprecedented numbers of individuals became involved.

By 1972 the provincial legislature's Committee on Government Productivity had urged the Government of Ontario to consolidate and focus its activity in the heritage area. In 1974 the Heritage Conservation Division of the new Ministry of Culture and Recreation was formed, the Ontario Heritage Foundation was merged with the Archaeological and Historic Sites Board, and the Ontario Heritage Act was passed. The act gave municipalities specific powers for building preservation and the Province responsibility for protection of archaeological resources. The statute encouraged the formation of more than 190 local architectural conservation advisory committees (LACACs) and heightened heritage awareness and activity, particularly with respect to the built environment.

The Ministry of Culture and Communications (MCC) has supported and guided community-level activities. Ontario now has the most extensive network of community heritage organizations in Canada. More than 35 provincial heritage organizations exist, representing 1,800 local organizations with the capacity to reach 500,000 heritage supporters.

APPENDIX 3

List of Public Submissions to the Ontario Heritage Policy Review

PROVINCIAL ASSOCIATIONS

1. Architectural Conservancy of Ontario
   - Ontario Council: Spencer Higgins, Review Chair; Donna Baker, President; Howard Walker, Past President
   - Brant County Branch: Alan Scott, President; Audrey Scott, Executive Secretary
2. Association of Municipalities of Ontario
3. Conservation Council of Ontario – Glenn D. Harrington, President
4. Federation of Ontario Naturalists – Don Huff, Environmental Conservation Director
5. Multicultural History Society of Ontario – Jean Burnet, Chair and Chief Executive Officer
6. Natural Heritage League – Frank Shaw, Acting Chair, Co-ordinating Committee
7. Ontario Archaeological Society (Inc.) – Christine Caroppo, President
   - London Chapter – Neal Ferris, President; Michael Gibbs, Chair, Chapter Initiatives Committee
   - Thunder Bay Chapter – Frances Duke, President
   - Windsor Chapter – Rosemarie Denunzio, President
8. Ontario Association of Art Galleries – Michael Burtch, President
9. Ontario Association of Landscape Architects – Ed Fife, President
10. Ontario Black History Society – Glace W. Lawrence, Executive Director
11. Ontario Council of Archaeology – William D. Finlayson, PhD, President
12. Ontario Council of Professional Osteologists – Shelly R. Saunders, PhD, Chair
13. Ontario Federation of Anglers and Hunters
14. Ontario Folk Dance Association – R. Ostrower
15. Ontario Folklife Centre – Carole H. Carpenter, PhD, President
16. Ontario Genealogical Society – Marjorie Simmons, Compiler
    - Kawartha Branch – William D. Amell, Research Director
    - Region IV – Robert R. Halfyard, Director
    - Whitby-Oshawa Branch – Catherine Pickard, Cemetery Co-ordinator
17. Ontario Historical Society – Dr Douglas Leighton, President
18. Ontario Marine Heritage Committee – Arthur Amos, Liaison Officer
19. Ontario Museum Association
20. Save Ontario Shipwrecks – Tim Legate, Vice-President

NATIONAL/INTERNATIONAL ASSOCIATIONS

1. Associated Designer of Canada – Peter McKinnon
2. Canadian Institute of Public Real Estate Companies – Bernard Ghert, President
3. Canadian Theatre Critics Association – Herbert Whittaker
4. Coalition for Arts Heritage Preservation – Clare Mazzoleni Piller

5. Folklore Studies Association of Canada – K.F. Stone, President
6. International Council on Monuments and Sites – Abdelaziz Daoulatli, Secretary-General
7. International Institute for Conservation of Historic and Artistic Works – Canadian Group

PROVINCIAL/FEDERAL AGENCIES

1. Art Gallery of Ontario – William J. Withrow, Director
2. National Museum of Science and Technology – D.G. Rider, A/Asst Director, Collections and Research
3. Niagara Escarpment Commission – G.H.U. Bayly, Chair
4. Ontario Arts Council (TKO Committee) – Barbara Ivey, Chair
5. Ontario Place Corporation, HMCS Haida, Cdr. Robert A. Willson, RCN, Ret'd
6. Royal Botanical Gardens – A.P. Paterson, Director
7. St Lawrence Parks Commission
   - Fairfield Historical Park – Barbara Snyder, Supervisor
   - Fort Henry – S.D. McCredy, Supervisor, Military Museums
   - Upper Canada Village – W.J. Patterson, Former Superintendent of Historic Sites

MUNICIPALITIES

1. City of Brampton, Community Services Department – Henry Verschuren, Superintendent of Parks
2. Town of Goderich, Recreation and Community Centre Board
   - Jane Netzke, Director of Recreation
   - Patricia Hamilton, Cultural Chair
3. Regional Municipality of Hamilton-Wentworth, Planning and Development Department
   - Victor Abraham, MCIP, Director of Local Planning
4. Town of Kapuskasing, Administration Office
5. Town of King – William Foran, Councillor, Ward IV
6. City of Kingston – Marion Rodgers, City Clerk
7. City of London – K.W. Sadler, City Clerk
8. City of Mississauga, Recreation and Parks Department
   - Mary Lou Evans, Historian-Curator
   - Terence L. Julian, City Clerk
9. Town of Niagara-on-the-Lake (Includes LACAC Brief) – J.D. Coward, Town Planner
10. Township of North Monaghan – Irma Richardson, Clerk/Treasurer
11. Town of Oakville (Includes LACAC Brief) – Cathie L. Best, Deputy Clerk
12. Regional Municipality of Peel – Larry Button, Regional Clerk
13. County of Peterborough – W.D. Armstrong, Administrator, Clerk-Treasurer
14. City of Waterloo – L.J. Ayers, Deputy City Clerk
15. City of Windsor – Thomas Lynd, City Clerk

LOCAL ARCHITECTURAL CONSERVATION ADVISORY COMMITTEES

1. Amherstburg LACAC – Reg. A. Cozens, Chair
2. Aurora Heritage Committee (LACAC) – G.L. Oliver, Vice-Chair
3. Brampton Heritage Board (LACAC)
   – Colin Campbell, Chair
   – Wilma Allison, Treasurer
4. Caledon Heritage Committee – Heather R. Broadbent, Chair
5. Heritage Cornwall (LACAC) – Dennis Carter-Edwards, Chair
6. Heritage East Gwillimbury (LACAC) – J.A. Lennox Brown, Chair
7. Flamborough LACAC – Mrs Allan S. Kennedy, Chair
8. Gravenhurst LACAC – Sylvia M. Purdon, Chair
9. Guelph LACAC – J. Allan Snowie, Chair
10. Hamilton Township LACAC – Don Mikel, Chair
11. Hamilton LACAC – David Godley, Manager, Neighbourhood Section
12. Heritage Huntsville – Maureen Hunt, Chair
13. Millbrook LACAC – David Tong, Treasurer
14. Newmarket LACAC
15. Ottawa LACAC
16. Parry Sound LACAC – Rebecca Johnson, Historical Intern
17. Heritage Penetanguishene (LACAC) – Wilfred Guthrie Jr, Secretary
18. Peterborough Architectural Conservation Advisory Committee (PACAC) – Mary Thomas, Chair
19. Township of Pittsburgh LACAC – W.H.T. Wilson, Chair
20. Township of Rear of Leeds and Lansdowne – A.W. Shaw, Chair
21. Sault Ste Marie LACAC
22. Thunder Bay LACAC – William Ross, Chair
23. Toronto Historical Board – R. Scott James, Managing Director
24. Victoria Harbor LACAC – Catharine Mackenzie, Chair
25. Heritage Walkerton (LACAC) – Dale E.A. Wilson, Executive Secretary-Treasurer
26. Waterloo LACAC – David White, Chair
27. City of Welland LACAC – Betty A. DiMartile, Chair
28. Windsor Architectural Advisory Committee – G. Maycock, Secretary
29. Woodwich Township LACAC – Arthur H. Gorman, Chair

LOCAL HISTORICAL SOCIETIES

1. Brant Historical Society – Lillian Montour, President
2. Hastings County Historical Society
3. Madoc Historical Foundation
4. Mono Mills and District Historical Society – Jack Brooksbank, President Elect
5. Niagara Historical Society – Nancy Butler, President
6. Société historique du Nipissing – Laurette Labouret, présidente sortante
7. North Lanark Historical Society – Frances McLean, President

8. North York Historical Society – Penelope L. Potter, President
9. Peterborough Historical Society – Robert Bowley, First Vice-President
10. Historical Society of St Catharines – Gregory John Miller, President
11. Seventh Town Historical Society – John E. Wannamaker, Secretary-Treasurer

LOCAL HERITAGE ORGANIZATIONS

1. Community History Project of Ward 5, City of Toronto – Gyuszi Berki, Secretary-Treasurer
2. Harrow Early Immigrant Research Society – Edith J. Woodbridge, President
3. Heritage Ottawa – Mark Denhez, President
4. Heritage Parry Sound – Ray Smith
5. Heritage Trek VI – T.W. Robinson, Publicity Chair
6. The Niagara Foundation – G.R. Wooll, President
7. Prescott Main Street Canada Office – John Quinn, Co-ordinator
8. United Empire Loyalists' Association of Canada
   – Bicentennial Branch, Amherstburg – Gwen Overholt, Loyalist
   – Jean Walton, President
   – Bicentennial Branch, Kingsville – Jean Walton, President
   – Kawartha Branch – Jean I. Lake, Vice-President
9. Waterloo Regional Heritage Foundation – Jean Haalboom, Chair

ARCHIVES

1. Althea Douglas Consultants – Althea Douglas
2. Archivaria – Bruce Wilson
3. Congrégation de Notre Dame – Sister Helen Cawley, CND, Provincial Archivist
4. Eastern Ontario Archivists Association – Paulette Dozois, President
5. Huguenot Society of Canada – Jean du Val Brochet, Archivist
6. Incorporated Synod of the Diocese of Ontario – Shirley C. Spragge, Diocesan Archivist
7. Metropolitan Separate School Board (Toronto)
   – Judy Smith, Supervisor of Library Services
   – Mark Sebanc, Archivist/Librarian
8. Paul McIlroy – Archivist, Nipissing Archives
9. Norwich and District Archives – Joyce A. Pettigrew, Archivist
10. Orillia Public Library – Katherine McKinnon, Chief Executive Officer
11. Queen's University Archives – Mrs D.F. McDermaid, University Archivist
12. St Catharines Public Library – Christel Haeck, Special Collections
13. Sisters of St Joseph Archives – Sister Mary Trimble
14. Southwestern Ontario Archivists Association – Mark Walsh, Past President

ARTS HERITAGE

1. Art Gallery of Peterborough – Thomas M. Robinson, President, Board of Directors
2. Canadian Opera Company – Joan Baillie, Archivist
3. London Regional Art Gallery
4. Oakville Galleries – Arlene Kennedy, Director

MUSEUMS – COMMUNITY

1. Ameliasburgh Historical Museums – Marion Casson, Curator
2. Atikokan Centennial Museum and Historical Park – Sandra Walsh
3. Black River-Matheson Museum – Thelma Miles, Director-Curator
4. Kirkland Lake Museum – M. June Korhonen, Chair of the Board
5. Lambton Heritage Museum – Bob Tremain, Director/Curator
6. Lennox and Addington County Museum – Jane Foster, Director
7. London Historical Museums – Peter Van der Westen, Chair, London Public Library Board
8. City of Nanticoke Museum Board – Rita Kalmbach
9. Museum of Northern History, The Sir Harry Oakes Chateau – Carolyn O'Neil, Director/Curator
10. Region of Peel Museum Board – George Waters, Chair
11. Sault Ste Marie Museum – Elizabeth B. Allaway, Executive Director
12. Welland Historical Museum – George Chipman, Chair, Board of Directors
13. West Parry Sound District Museum – Peter McVey, Director/Curator
14. Woodstock Museum – Sheila A. Johnson, Curator

MUSEUMS – SPECIALIZED

1. Huronia Museum, Huron Indian Village – James Hunter, Director
2. Mississippi Valley Textile Museum
   – Diane Duncan, Museum Manager
   – Herb Pragnell, President
3. Museum of Promotional Arts – Frances E.M. Johnston, President and Chief Executive Officer
4. Northwestern Ontario Sports Hall of Fame – Diane Imrie, Administrator
5. Orval Berry Museum – Orval Berry
6. Royal Hamilton Light Infantry Heritage Museum
   – C. Beynon, Chief Curator
   – Catherine Giudice, Assistant Curator

MUSEUMS – HISTORIC SITES/HOUSES

1. Allan Macpherson House and Park – Susan Woodend, Director
2. Century Village – Dr Margaret McKelvie, Curator
3. Hon. William Allan House
   – John Graaskamp
   – Helen Helie
   – Leonard Hexemer
   – Margaret Hexemer

MUSEUMS – ASSOCIATIONS/SOCIETIES/NETWORKS

1. Museums of Niagara Association (MONA) – Jane Davies, Chair
2. Peterborough Heritage Information Network (PHIN) – Dorette Carter, Secretary-Treasurer
3. Thunder Bay Historical Museum Society – Gerrie Noble, Director

ARCHAEOLOGY

1. David Arthurs, Thunder Bay
2. Association of Iroquois and Allied Indians – Chief Harry Doxtater, President
3. Ian D. Brindle, Brock University
4. Cataraqui Archaeological Research Foundation
5. William D. Finlayson, Ilderton
6. Marilyn MacKellar, Toronto
7. Charles O. Nixon, Ayr
8. Oneida Council of the Thames – A. Paul Antone, Manager, Oneida Archaeological Project
9. Timothy John Orlik, Niagara-on-the-Lake
10. James Pengelly, Port Colborne
11. Dr S. Pfeiffer, University of Guelph
12. Preserve Our Wrecks Kingston – Susan M. Bazely, President
13. Peter R. Ramsden, PhD, McMaster University
14. Marianne P. Stopp, Waterloo
15. Gary Warrick, Toronto
16. Anon.

NATURAL HERITAGE

1. Coalition on the Niagara Escarpment (CONE) – Lyn MacMillan
2. Long Point Region Conservation Authority – J.L. Oliver, General Manager
3. Dr Paul Eagles, University of Waterloo
4. Norfolk Field Naturalists – Arthur N. Langford, Vice-President (Environment)
5. Stewart Hilts, University of Guelph
6. McIlwraith Field Naturalists of London Ontario, Inc. – James W. Rule, 1st Vice-President

7. Joan H. Pierce, Niagara-on-the-Lake
8. Toronto Field Naturalists – Phil Joiner, President
9. Society for the Preservation of Natural History Collections – Daniel J. Faber, PhD, President
10. Andrew Stewart, Toronto
    Kathryn Mills, Toronto

INTANGIBLE HERITAGE

1. L'Association canadienne-française de l'Ontario — Pierre Davis, président
2. Elizabeth M. Auger, Sudbury
3. Lucie Beaupré, Sudbury
4. Lucienna Bergeron, Sudbury
5. Canadian Slovak League – Margaret T. Hudak
6. Valmore Cazabon, Verner
7. Centre franco-ontarien de folklore – Germain Lemieux, sj, directeur
8. Gabrielle Cholette, Sudbury
9. Club Richelieu - Normand D. Vallée, président
10. Federation of Danish Associations in Canada – Rolf Buschardt Christensen
11. India-Canada Association – George K. Chacko, President
12. Institut franco-ontarien – Benoit Cazabon, directeur
13. Juliette Lavoie-Gaboury, Sudbury
14. Hermance Morisset, Sudbury
15. Paroisse Saint-Dominique – Mgr Jean-Marie Paiement, PH
16. Luc Robert, Sudbury
17. Lynn Roussel, Sudbury
18. Sr St Maurice, sco, Sudbury
19. Normand Sauvé, Sudbury
20. Pauline Stewart, Sudbury
21. Mac Swackhammer, Welland
22. André Touchette, Chelmsford
23. Laurianne Valiquette, Sudbury
24. John Valiquette, Sudbury
25. Floriant Venne, Sudbury
26. Gisèle Vézina, sco, Sudbury

INDIVIDUALS, FIRMS, AND OTHER ASSOCIATIONS

1. Christopher Andreae, Historica Research Ltd, London
2. Fred H. Armstrong, University of Western Ontario
3. Julia Beck, London
4. Gordon Bellerby, Niagara-on-the-Lake
5. A.G. Brunger, Trent University

6. Donna Campbell, Toronto
7. Colin E. Chaplin, Belleville
8. Jeri Danyleyko, Toronto
9. R.M. Davis, Niagara-on-the-Lake
10. Dénis Dion, Université de Sudbury
11. Lynne D. DiStefano, PhD, Brescia College
12. Keith Dunnet, Producer; Gerry Ouderkirk, Co-Producer – Through the Lens, Inc., Oakville
13. Alec J. Hartill, Hartill Art Associates, London
14. Donald D. Fox, Oshawa
15. Marion W. Garland, Port Hope
16. David Harris, Heritage Christian School, Hamilton
17. Mrs A.M. Henderson, Bruce Mines
18. Paul Hertel, Amherstburg
19. William E. Hitchins, London
20. Judith A.W. Hughes, Carleton Place
21. Colleen M. Kelly, Newmarket
22. Kathleen Kelso, Trent University
23. Lois Love, Kingston
24. Floyd MacIntyre, Forest
25. Madeline Malott, Kingsville
26. John Marsh, Trent University
27. Patricia McHugh, Patricia McHugh Publishing Services, Toronto
28. Thomas McIlwraith, Mississauga
29. Robert N. Morris, Goderich
30. Sheila Murray, BLA, MLA, University of Guelph
31. Miss Gwendolyn Overholt, Amherstburg
32. Barbara Paterson, Huntsville
33. John W. Pollock, PhD, Settlement Surveys Ltd, New Liskeard
34. K.G. Pryke, University of Windsor
35. David W. Rupp, Brock University
36. Mary B. Stedman, Brantford
37. Ruth Stedman
38. J.R. Tennyson, James R. Tennyson Certified Piano Technician, Toronto
39. David Thomson, Landscape Architect, London
40. Bruce Tomlinson, Ignace
41. Brian D. Treble, Goderich
42. Waterloo County Women Teachers' Association
43. Ian Wheal, Toronto

APPENDIX 4

Ontario Heritage Policy Review Reports

1. *Heritage: Giving Our Past a Future* (Discussion Paper – 1987)

2. *Summary of Public Submissions* (1988); *Addendum* (1990)

3. *Focus Groups with Provincial Umbrella Organizations* (minutes of meetings held in fall 1988)

4. *A Vision of Heritage: Heritage Goals for Ontario* (1990)

5. *A Strategy for Conserving Ontario's Heritage: The Report of the Ontario Heritage Policy Review* (1990)

6. OHPR Technical Papers (1990)

   - No. 1 – *Government of Ontario: 1989 Inventory of Heritage-Related Programs and Activities* (May 1990)
   - No. 2 – *Background Study of Economic Measures for Historic and Heritage Building Conservation and Restoration in Ontario* (May 1990)
   - No. 3 – *Social, Ecological and Economic Impacts of Heritage Conservation in Ontario: Overview and References* (July 1990)

To order copies of any of the above publications, please complete the business reply card in this report or contact the Ontario Ministry of Culture and Communications.